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THE LOS ANGELES PUBLIC LIBRARY IN THE INFORMATION AGE

INFORMATION ACCESS: A NEW STRATEGY FOR SERVICES AND CENTRAL FACILITIES DEVELOPMENT

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Submitted to the
Citizens' Task Force for Central Library Development

November 10, 1981

FINAL REPORT

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I. EXECUTIVE SUMMARY AND OVERVIEW
THE LOS ANGELES PUBLIC LIBRARY IN THE INFORMATION AGE

A. PURPOSE AND BACKGROUND

The purpose of this report is to help create a context -- a framework of shared understanding -- for the development of the Los Angeles Public Library system over the remainder of this Century and into the next. Within that context, an important immediate objective is to shed light on a more specific and troublesome issue that has plagued Los Angeles for over fifteen years -- what to do about the antiquated existing Central Library building. In this Executive Summary we go briefly into the background of this project, our approach and organization of this report, and summarize our major findings.

The Los Angeles Public Library System is one of the largest systems of its type in the world. It has served the needs of the City's citizens over a long period of great growth and development. Today, the system encompasses 62 branches, a Central Library and five bookmobiles; holds nearly six million volumes of books; with a service area including almost three million people; has millions of photographs and other items; circulates some 9 million items per year; answers millions of inquiries and provides a large number of library-associated services, including "outreach" services to special population segments. The Central Library itself supports about a million circulations a year based on its 2-million volume collection, and its staff handles some five million patron requests per year. There are about three-quarter of a million visits to it a year. The system is budgeted at a level of over $27 million per year including support by other City departments, and is taxpayer-supported.

The present study emerges out of a history of concern that has been mainly associated with the inadequecies of the present Central Library building for library operations, at least in its present form, and the desires of the library staff for a new building to support its operation. A long history exists with respect to the library building issue, going back more than fifteen years. Suffice it to say that recently the situation had reached an apparent impasse: either large quantities of money are required (perhaps $80 million) that the taxpayers will not provide in today's economic environment, or a valuable landmark building and associated downtown open space has to be sacrificed, or library service has to suffer seriously. Each of these situations is unacceptable to key concerned groups in the City.

Since these building-related issues have not seemed to be resolvable based on the criteria that have been mainly considered so far, our client group has discerned that it is necessary first to look a level deeper--at the level of library SERVICE. The intent has been to create a broader understanding of the library service context that would clarify the requirements for library development, and associated building space. Arthur D. Little, Inc. was engaged for that purpose.

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Our overall goal is creation of a context of mutual understanding concerning the entire LAPL library system, the Central Library, and the issues related to the existing physical building. Those with a stake in the outcome can understand each other's goals, the actions that can be taken, and the action that should be taken. We are not looking for a compromise. We are looking for a solution in which ALL points of view are acknowledged -- one where library service can be improved significantly, where Los Angeles' citizens can recieve better value for their library dollar, and where those concerned with the aesthetics and preservation of open space and the historical features of the present building win too.

B. APPROACH AND ORGANIZATION OF THIS REPORT

To achieve the purpose identified above, we have pursued a systematic approach in our work, and the organization of this Report corresponds to that approach. The steps in the approach were:

1. To review the present character of Los Angeles' population, businesses, and economics -- and the radically shifting implications of these changes for needed library services. We report on this in Chapter II (The Public Library in the Changing Context of Los Angeles).

2. To clarify what is going on in the Los Angeles Public Library (LAPL), and in its relationships to users and other constituencies, such as library networks. Also, to compare these patterns with comparable ones for other big-city public libraries. To see what is happening in the dimension of library SERVICE -- independent of building considerations -- and to see how Los Angeles' library developments compare to others. Finally, to compare the findings and directions we are recommending with the findings of other major independent studies of LAPL conducted over the last five years. We report on these topics in Chapter III (Summary of Critical Findings), and in Appendix A (Important Trends in U.S. Public LIbraries).

3. To suggest an appropriate Mission Statement for the LAPL in the light of current developments, and Service Goals and Strategies appropriate to the pursuit of that Mission in today's environment. To identify a new Los Angeles Service Strategy (LASS) for the library, and to identify its costs and benefits and the implementation steps required to realize it. These topics are reported in Chapter IV (The Los Angeles Service Strategy (LASS): Goals and Implementation).

4. To pursue the implications of the new Los Angeles Service Strategy for the development of central library facilities. In particular, to consider the architectural, space, locational and other requirements of a downtown branch function and of a research archive function. To consider funding, urban environment, historical and other aspects related to building development. These topics are treated in Chapter V (Considerations for Facility Development).

5. To review facility development scenarios -- how new building space might be constructed and/or the present Central Library building renovated to meet the functional requirements of LASS. Criteria of traffic,

open space, historic preservation, capital cost and other economic factors. Recommendation of a particular scenario and implementation steps. These topics are treated in Chapter V. Further economic analyses of the scenarios are presented in Appendix B (Cost Estimates).

C. MAJOR FINDINGS

1. An Information Age City

Trade, finance, insurance, real estate, and services are experiencing substantial growth that more than compensates for the City's continuing decline in manufacturing employment. A 1977 survey reported that 60% of City residents were in white collar jobs. About 97% of the employment growth in the Central Business District during the next twenty years (over 100,000 jobs) is expected to be in private office uses, and downtown office construction now represents only about one third of the total office development in the region.

Los Angeles is an information-based City in the Information Age -- where access to information represents power and opportunity.

Information has very high leverage in the economics of the City, where many of the major enterprises and the vast majority of jobs are mainly concerned with the handling of information. Los Angeles is the most important information, communication and service center for business and trade on the West Coast and perhaps the Western Hemisphere. Among the enterprises concerned are banks, corporate headquarters, universities and trading organizations, all basically involved with handling information. Los Angeles has become the dominant portal and host for foreign investment, and the center for Southern California's $42 billion annual international trade. The information requirements of these international activities are particularly critical.

For individuals too, access to information means empowerment, access to opportunities, conservation of resources and economic leverage. To be able to participate fully in this information-rich society, one must have a capability to access the main publicly-available bodies of information, to participate in the main streams of communication of our times. Finally, democracy itself requires an informed constituency for its effective operation. The role of the public library in this regard is not one of just providing more information -- many of us already exist in a state of effective information overload. It is to provide efficient access to information based on choice of what is wanted and needed by a particular individual at a particular time.

2. Unmet Needs Exist for Library Services

The information-based economy described above is critical to the financial health of the City and its citizens, and can benefit significantly from an effective public information access network. At present, LAPL and the other resources of the region are not efficiently structured for providing the needed access. The City can substantially aid in the coordination of these resources through the LAPL as part of the City's continuing economic development effort, reinforcing its economic base.

In addition, small businesses and professional entities need means to access expensive new electronic data base services that could be mediated by the public library.

The traditional concern of the public library with those of our society who need access to information for learning, acculturation, and self-betterment is still valid. Substantial portions of the Los Angeles population have not completed high school, speak English as a second language or not at all, need vocational training, or simply need to broaden their understanding of our shared culture to allow effective integration into our society. The resources of the public library can be invaluable, if the delivery systems are responsive to the characteristics of the targeted groups.

3. The Information Society has Outpaced Libraries

In general, large-city public libraries, Los Angeles' included, have not been keeping up with the challenges of the rapidly evolving information society. Their concept of service needs and the service delivery systems has become obsolete. Their perceived contribution to society has declined, and their financial support with it. In real-dollar terms, large city public libraries have experienced significant reductions in funding, decreasing over 20% during 1979 and 1980 alone. Resulting retrenchments have further reduced service value and reinforced the decline.

4. The Library Profession's Response to the Challenge

There is a variety of important new developments in the library world that certain big-city public libraries are embracing that offer significant enhancement of services, higher productivity at lower cost and the possibility of a whole generation of expanding new services associated with the new electronic technology. These developments include library automation, networking and resource sharing with other libraries, cooperation among libraries of different types (e.g., public and academic), access to specialized user-supported services and the provision of specialized services to meet targeted social needs. Several library systems are experimenting with delivery of library catalog and other access services direct to patrons via cable TV or personal computers.

Many librarians are thus embracing the electronic information revolution, seizing on the opportunities it offers to revitalize library institutions. Much of the activity and professional concern in the major library associations today -- the American Library Association, the Special Library Association, the Law Library Association and others, and the contents of the library-oriented magazines -- has to do with critical developments in automation and networking. Yet, other librarians have kept themselves removed from these developments, prefering to see them as "unrealistic" or only in the future.

In fact, library automation is something real, practical and here now. It exists in advanced forms at UCLA, USC, CSU-LA and in the public libraries of many neighboring cities. Big-city systems comparable in size to LAPL's are participating in it too. The more advanced systems

link together all the branches in a single large system through instant terminal-based electronic communications. With current technology, a terminal in the most remote branch -- or in the office of a businessman -- can instantly inform a patron that the information item he or she wants resides in a certain issue of a certain publication. It can then inform the patron that the item is in another branch or in a central collection, that the item is available, and can commit the item for delivery within hours to that patron. If the item is not available in the system, it can be ordered electronically through inter-library loan from a neighboring system -- or from one across the country or abroad. Delivery can be by overnight Express Mail. There is a major electronic network service that links together 2,500 of the most important U.S. libraries and that has a joint catalog of 7 million items -- ten times the number held by LAPL. Fifty-three California systems belong to it, including the big academic libraries in Los Angeles and many neighboring systems such as Santa Monica. Using this network one can quickly identify which libraries hold an obscure item, and request its loan electronically. And these kinds of things can be done cheaper than the present labor-intensive and ineffective manual systems.

5. Los Angeles' Library System is Lagging

Los Angeles' public library has been seriously lagging, in terms of meeting the challenges and opportunities that exist, and in terms of the tax support it receives, when compared with many other big-city U.S. public libraries. The library appears to be mainly run according to a "traditional formula" for library services that is rather ill-matched to today's needs and that has, in Los Angeles and in many other big U.S. cities, sent the library system into a downward spiral of declining usage, declining public support, declining budgets and reduced services.

The traditional formula stresses collection and retention of materials in a central physical facility, and predates the present era of electronic communications. The internal operations and services provided by the Central Library appear to be essentially unchanged from how they were thirty years ago -- a time when banks, insurance companies and other information institutions were run very differently from now. There is very little use of library automation techniques and no effective plan for introducing modern terminal-based circulation control and information access systems. LAPL does not belong to the major network that links 2,500 libraries electronically for information access and loan purposes, does only a small portion of its cataloging electronically, and does not directly offer its patrons means for searching electronic data bases. Large public libraries fall into roughly four groups: those who already have taken significant steps to automate; those who already have developed plans and committment to do so; those who are now in the planning process; and those who have not undertaken serious planning. LAPL is in the last category. The importance of planning should not be underestimated. At least a year is required for the detailed planning of a comprehensive citywide automation system.

In today's terms, Los Angeles' library system uses obsolete information management approaches which make little use of modern information technologies, is labor-intensive and has low internal productivity. There is no up-to-date catalog or list of materials in the library, and

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the collections of the Central Library and branches are redundant. No effective weeding or inventory control has been done in the Central Library. The system serves only a small portion of the population, and usage of the Central Library appears to have been declining over a long period. Circulation of the Central Library has dropped from 1,544,000 items in 1949-1950 to 937,000 items in 1980-1981 according to figures given us by the library staff.

While the library is an information institution in the information age, its philosophy and forms of service are from an earlier era. Its participation in the information economy and information society is very limited compared to what is possible.

Given the limited relevance of the services, the public's willingness to support the system is limited, and per-capita tax support for library services is relatively low: about $9 in Los Angeles compared with $15 for Chicago, $16 for Denver, $17 for Boston and $27 for Cleveland, where there has been a concerted effort to revitalize the library system.

6. Needed: A New Library Service Strategy for Los Angeles

A new service strategy is needed to take advantage of the opportunities offered by the proven new approaches. Such a strategy offers the possibilities for:

- Improving the productivity and cost-effectiveness of services considerably, including reduction in the labor intensivity of the present operations.
- Greatly improving access to information throughout the City, including alleviating a need to travel downtown to search for information in the main collection.
- Allowing the system to better target its services to meet identifiable City and social needs, and to measure, evaluate and tune its services.
- Providing a rational and understandable basis for making decisions with regard to space needs for downtown services and central library collections.
- Allowing the City to better evaluate the library's services in the light of its main needs and priorieties.

7. The Los Angeles Service Strategy (LASS)

We propose a new Los Angeles Service Strategy (LASS) for the LAPL. Basically, this strategy involves movement from traditional-formula to access-based services. We offer suggested goals for the Los Angeles Service Strategy as well as specific recommendations. Key elements of LASS include:

- Use contemporary technology to provide all branches with the capability of bibliographic search, tracking, ordering, and delivery for all materials in the LAPL system, to be eventually extended to the home as the interactive cable TV and home computer revolution continues.

- Extend this collection access system through electronic networking and cooperative loan and collection-management agreements with other important libraries in Los Angeles and in the region and through the Online Computer Library Center (OCLC) to the library resources of the nation and world.

- Provide decentralized access to contemporary commercial and public data bases, on a tiered fee structure.

- Establish systematic library service planning for evaluation of existing services, research of public needs and service markets, and set service priorieties consonant with the library's Mission and financial capabilities.

- Utilize information management and library automation techniques to improve the cost/effectiveness of all services.

- Set collection policies consonant with regional resources and public priorities, stabilize collection size, and discard unnecessary materials.

- Acknowledge the desirability of separating two sets of functions now sub-optimally integrated into the Central Library: a Research Archive function that requires infrequent access to little-used materials, and a Downtown Branch function that requires serving the needs of downtown bussinesses and professions, those who work and live downtown, and government.

- Establish a specific service thrust for downtown patrons, particularly the business community, based on their high rate of use of primarily current materials, as a Downtown Branch function. This should be located in the pedestrian center of the Central Business District (CBD). A facility of 150,000 square feet (net) is satisfactory.

- Structure the bulk of the historical collection and little-used items as a Research Archive, recognizing its distinctively different use patterns, including low use rate per item and the need to provide high-quality access throughout the city to its materials. This could be located either proximate

to or separate from the Downtown Branch, even outside the CBD given the recommended search and delivery capability. A relatively inexpensive and utilitarian facility of 150,000 square feet appears to be satisfactory. This facility should allow direct user access for a limited number of patrons, but be particularly designed to respond to electronically-originated inquiries from branches and, eventually, businesses and homes.

8. The Weight of Other Studies

Our report is not alone in its recommendations regarding the LAPL. Our findings and suggested directions are very similar in their thrust to those contained in the Mayor's Blue Ribbon Committee report of 1977, as well as in other studies by outside independent groups conducted in the last five years -- including a study conducted by USC. These reports contain a number of excellent recommendations and suggestions that parallel our own, that are still valid, and that appear not to have been acted upon.

9. Service Systems Investment and Production/Returns

The Los Angeles Service Strategy requires approximately $3 million in initial outlay for technology and data base management, and would, we estimate, pay for itself by the end of year 5 or before through productivity-facilitated staff reassignments. By the end of year 10, we roughly estimate the City could be $21 million ahead -- and be benefiting from vastly improved services. The main productivity gains will be in the nature and quality of the services provided. It is not a question of automating or networking to do the same thing cheaper. It is a question of automating and networking to do a new and far more effective job, which in fact can be done cheaper.

D. FACILITY DEVELOPMENT

The functional recommendations described in Section C.7 above open new options for resolution of the Central Library facility issue. Four facility development scenarios were studied:

I. Demolition of the existing historic building and lease or sale of the property for commercial development, with the library as a tenant in this or an equivalent complex.

II. Preservation and adaptive renovation of the existing building for library use, but development of one or two commercial office towers on the open space adjacent to the building.

III. Preservation and adaptive renovation of the existing building for library use, with sale of transferable development rights (TDRs) but no commercial development on site.

IV. Preservation of the existing building for public use other than the library, and the library housed in a new commercial complex.

The Downtown Branch function, with associated special collections and services and System Administration, would fit comfortably in the existing Bertram Goodhue library building if adaptive renovation is done. In its existing state, the building is functionally obsolete, possessing serious operational inefficiencies and service constraints as well as significant fire code violations. In our opinion, these deficiencies can be corrected while preserving the most important characteristics of the historic structure.

The Research Archive function can be located on site underground, beneath a restored west garden adjacent to the existing building. If desired, parking can also be provided underground. Alternatively, the Research Archive can be relocated to a relatively inexpensive building and site outside the CBD.

This approach meets library functional needs, and also fully preserves the historic structure, the visual setting, and enhances existing open space conditions. With completion of financial arrangements discussed below, the approach is recommended for facility development.

Renovation of the existing building for the Downtown Branch with an underground facility for the Research Archive requires a capital investment of approximately $67.5 million (1981$) including planning and implementation of the on-line computer systems and provision of 400 underground parking spaces. Relocation of the Research Archive reduces the cost about $5.4 million. Sale of transferable development rights remaining on the site would provide about $13.8 to $16.7 million at the most recent downtown price. Redevelopment District tax increment revenues can be considered to defray the remaining costs, as this scenario fully meets CRA objectives in support of its redevelopment policies. Such supplemental funding measures are now under discussion.

The other alternative scenarios considered involved capture of more of the existing site's commercial real estate value by lease or sale of the property as has been proposed by others in the past. This would require construction on site of one or more office towers similar in scale to the ARCO Tower. At the 6:1 density ratio of existing zoning, an additional $20 to $30 million could be realized, dependent upon the specific proposal. However, this still remains significantly less than library costs, particularly if part or all the library is housed in the tower complex. It appears necessary to increase the zoning density to 13:1 to generate enough revenue to approach project costs. Such an increase in density presents serious legal risks for retention of the existing 6:1 FAR zoning on other CBD parcels, and would generate major traffic impacts. Open space, visual and historic values would also be severly impacted or completely lost.

E. IMPLEMENTATION

The recommended LASS functional measures should be instituted independent of any decisions concerning facility development. All the facility scenarios defined and evaluated in our study would provide

adequate support for library operations. Implementation of any facility development wihthout action on the functional issues however, would in our view be a very poor investment.

We estimate approximately one year will be required for basic planning of the library programs and related systems, proceeding to detailed system design and consummation of networking and other agreements. Facility planning can begin about midway through the year, and continue in parallel with the functional planning. Initial development of automated systems and conversion of bibliographic records can proceed during the second year, but full operation is not envisioned until the end of the third year at the completion of all major facility development.

II. LOS ANGELES AND INFORMATION AGE CITY

A. THE LIBRARY'S ROLE

The public library was orginally developed in our society as an instrument to assist individuals and groups in gaining access to information resources that were important to their welfare. The library has historically had an important role in providing the means of self betterment to individuals as well as in communication of new ideas and information for the society at large. The cost and difficulty of acquiring books during the early years of our country made us particularly conscious of the need for a public role in information access to support the democratic objectives of our society. It was also realized that the dissemination of information was essential for economic development. Although our culture and economy have changed markedly since 1872 when the Los Angeles Public Library was founded, this mission remains valid and important today. This chapter provides a brief review of some of the important demographic and economic characteristics of the City of Los Angeles that should be considered in the evaluation of public library services.

B. DEMOGRAPHIC CONSIDERATIONS

The 1980 Census reports the City of Los Angeles population to be 2,966,763 persons, the third (almost second) largest city in the United States and the center of a 7.4 million county population. City growth has slowed to only 5% in the past decade, but important changes continue to occur. The largest shift was in persons of Spanish origin, who increased from 18% of the total population in 1970 to 27% in 1980. Racially, the City has remained relatively constant. The 1980 Black population is 17% and the White population is 61%, approximately the same as in 1970. The Asian population, 3.7% of the total in 1970, has almost doubled to 6.6% in 1980. Persons of American Indian descent have increased from 0.3% in 1970 to 0.6% in 1980.

A survey conducted by the City in 1977* indicates a very diverse population. Educational attainment is an example with strong implications for library usage. The percentage of persons 25+ years of age who had completed four or more years of college increased by 63.7% from 1970, reaching 21.1% of persons in that age category in 1977. At the same time, persons 16-21 years of age who were high school dropouts increased 12.7% to 14.8% of their age group. A few characteristics provided by the Community Development Department report entitled Population, Employment and Housing Survey, 1977, are given below, showing percentage change from 1970 to 1977, and 1977 status:

*Community Development Department, City of Los Angeles, Population, Employment, and Housing Survey, 1977. April 1978.

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- Persons under 18: 4.4% decline to 28.6% of population
- Persons 65 +: 1.5% decline to 9.8% of population
- Unrelated individuals: 4.4% decline to 14.2% of population
- Persons 16-21 who are high school dropouts: 12.7% increase to 14.8% of the age group
- Persons 25+ who are high school dropouts: 28.0% decrease to 26.6% of age group
- Persons 25+ with 4+ years college: 63.7% increase to 22.1% of population
- Families in poverty: 66.7% increase to 15.5% of families
- Unrelated individuals in poverty: 19.6% of unrelated individuals
- Median family income: $14,030

These statistics reflect the 1977 City average. As City residents are well aware, great variation exists between individual communities. There are communities with a high proportion of well educated, relatively affluent families accustomed to making intensive use of library resources in their personal and economic lives. Their relative affluence also gives them the greatest range of alternate means of accessing information through personal purchase of periodicals and books, use of private collections, etc.

Other communities have populations largely of the poor and minorities with serious educational and economic problems. Although these people have perhaps the greatest need for a public information resource such as traditionally provided by the public library, many such groups have strong cultural conflicts with traditional library services and make little use of those resources in their conventional form. There are exceptions of course, as shown by the high circulation experience of the Chinatown Branch. There continues to be a need for public means of helping those of our society who have problems of literacy, acculturation, vocational training, or education in its broadest sense. Many of these persons are the children of our economic and social history. In addition, tides of immigrants continue to arrive -- people who were the stimulus of much of the philosophy that formed the U.S. concept of a public library in the 1900s. With the numbers of Latin Americans, Asian and Pacific Island or, and other immigrants arriving daily, Los Angeles has been referred to as a modern "Ellis Island". The diversity of needs and contraints of these social groups require very careful planning and the development of highly specific, targeted services for every library operation of the system.

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C. THE CITY ECONOMY - DIVERSE AND DECENTRALIZED

Los Angeles has become the economic power center not just of California but of the Pacific Basin. The Southern California megapolis is the seventh largest economy in the Pacific Basin in terms of gross product; the State of California is the fourth largest. Dominant sectors include finance and administration, marketing and international trade, manufacturing and distribution.

Employment in the City of Los Angeles reached 1,363,800 jobs in 1980, 41% of the total employment of the County. The distribution of these jobs by industrial category is changing, however. Manufacturing in particular is in decline but is offset by increases in trade, finance-insurance-real estate, and services. The City has undertaken a strong effort to stimulate and support the development of new employment and a stronger economic base for the future. The massive redevelopment investment in the downtown area has been one example of this with clear benefits to that area and to the City as a whole. The 1977 Community Development Department survey indicates that 60% of City residents are employed in white collar occupations, and this category will continue to grow.

The CBD has become the primary financial and administrative center of the City. It is the epitome of the information economy -- a world dependent upon the collection and analysis of information. The large corporations of the downtown -- engaged in banking, accounting, law, energy, commerce, and consulting -- have major investments in internal information resource services, many with budgets that run to hundreds of thousands of dollars annually. The corporate special librarians interviewed report there is also heavy reliance on external information resources, including other corporate special libraries, LAPL, UCLA, USC, and the other major libraries of the area. Access to information, whether internal or external, in all cases involves significant personnel and other costs. The costs of alternative means and the priority of the need are constantly weighted. However, timely access to pertinent informaton remains a critical need for the decision processes of our economy and the financial success of those engaged in it. Enchancement of such information access is an important factor in City encouragement of the continued development of its economy, in the CBD and throughout the 463.7 square miles of the City of Los Angeles.

Of major note is the international aspect of the Los Angeles economy. This has two dimensions. First is acknowledgement that the United States has become host for a massive influx of foreign investment and activity, with much of this entering through and/or continuing to be based in the Los Angeles area. A recent conference concerning Los Angeles and the Pacific Basin,* estimated that there were 450 to 500 Japanese companies alone with offices in the area now. Second,

*The Pacific River, A Bicentennial Conference Sponsored by the LA200 Committee, September 21, 1981.

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international trade was estimated at that conference to reach the level of $42 billion in Southern California, centered in Los Angeles. Speakers stated that this international trade generates approximately one million jobs in the area. Such international activity clearly is critically dependent on ready access to appropriate information, serving both U.S. companies looking abroad and foreign companies concerned with the United States. The downtown public library is in an ideal location to provide such information resources and in the process encourage and support this burgeoning economic sector for the benefit of the City.

The highly visible growth of the downtown and its importance to the City should not obscure the fact that the economy of Los Angeles remains as decentralized geographically as it is diverse functionally. Of the 1,363,800 jobs in the City, approximately 300,000 (22%) are located in the Central City planning area and only 192,000 (14%) within the Central Business District (see Figure II). Important industries include aerospace, electronics, entertainment, and energy as well as those discussed above. Of note is the number of relatively sophisticated self-employed persons or small business entities that exist throughout the City. All have special information needs and place critical reliance on the rich information resources of the region.

Concerning the office-oriented activities in particular, major office development of the City was relatively concentrated in the downtown Spring Street corridor during the 1920s, but dispersed afterward with the growth of the suburbs, particularly during the period of the 1950s. In the 1970s, a massive redevelopment effort resulted in today's downtown office boom. However, the remarkable volume of new office construction underway downtown is reported to represent only one-third of the new office construction of the entire city. The Wilshire corridor, Beverly Hills, Century City, Santa Monica, the Airport, and a number of other urban centers continue to expand, and office and other commercial and manufacturing activities exist throughout the city.

D. CENTRAL BUSINESS DISTRICT OFFICE GROWTH WILL CONTINUE

CBD employment and growth was analyzed as part of the Downtown People Mover Program*. The 1980 estimated employment of 192,000 jobs reported in that study (in over 4,000 work places according to City Planning Department comments) was distributed as shown in Table III-1:

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* Peat, Marwick, Mitchell & Co., Inventory and Projections of Land Use and Employment in the Los Angeles Central Business District, Task 2 Final Report, Downtown People Mover Evaluation Program, January 1981. And data of Central City Association of Los Angeles, provided October 1981.

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Table III-1

	1980		1990		2000	
Private office:	98,510	51.3%	154,995	61.7%	200,630	67.4%
Government:	31,870	16.6	32,650	13.0	34,060	11.4
Retail:	16,785	08.7	16,635	6.6	17,285	5.8
Hotel/Service/ Institutional:	16,545	08.6	18,430	7.3	18,270	6.2
Manufacturing/ Wholesale:	28,500	14.8	28,570	11.4	27,395	9.2
Total CBD	192,210	100.0%	251,280	100.0%	297,640	100.0%

Source: Peat, Marwick, Mitchell & Co., Op. cit.

FIGURE II-1
CENTRAL CITY PLANNING AREA
AND
CENTRAL BUSINESS DISTRICT

Employment was projected to increase by 31% to 251,000 jobs in 1990 and a cumulative 55% to 298,000 jobs in the year 2000.

Over 97% of the this growth is expected to be in private office activities, leaving government, retail, hotel, and manufacturing/distribution virtually unchanged. Most of the CBD growth of the 1980s is expected to occur in the Bunker Hill Redevelopment Area and the West Side Area extending in the 1990s down Figueroa and Flower streets. The projecting analyst note that "While the uncertainty of the development projections increase as the time horizon of the forecast moves further into the future, this uncertainty relates primarily to the timing of the development - rather than to its location or intensity."

The projected net increase in office space for the central business district, as reported by that study, is as follows:

- 1980 Total = 33.5 million square feet
- Net change 1980-90 = + 18.1 million square feet 54% increase)
- 1990 Total = 51.6 million square feet
- Net change 1990-2000 = 14.6 million square (28% increase)
- Year 2000 Total = 66.2 million square feet

The Community Redevelopment Agency reports that the Bunker Hill, Little Tokyo and Central Business District redevelopment areas (see Figure II-2) currently contain approximately 16,000 dwelling units. Of these, about 2,225 are subsidized units for the elderly and about 1200 are market rate units occupied by moderate to higher income households. The remainder are a broad variety of units, including many single rooms in older buildings occupied by individuals or families. The Agency plans development of approximately 5,500 more units by 1990, largely at market rate.

This suggests a population significantly above a 1979 Planning Department estimate of 18,000 persons for the Central City planning area as a whole, and approximately 8,000 in the central downtown. Based on CRA dwelling unit data, we estimate a Central Business District population of roughly 20,000-22,000 persons. Many are relatively poor and of minority groups, but accurate demographic description is delayed until the 1980 Census data is fully available.

E. THE CENTRAL LIBRARY SERVICE POPULATIONS

The functions identified for the existing Central Library by the LAPL administration include central reference functions and branch support operations that serve the entire City's residents and economy, as well as localized services to the Central Business District and nearby residents. The dynamic diversity and geographical decentralization of the City

FIGURE II-2
DOWNTOWN REDEVELOPMENT AREAS

Source: Community Redevelopment Agency, 1980

population has been discussed above. The LAPL has developed a system of 62 branch libraries and five book mobiles in an effort to extend services over the 463.7 square miles of the City. The branch services focus primarily on personal leisure, basic education and minor reference services. The major reference function for individuals and business located throughout the City is centralized downtown in the Central Library. A number of geographic areas remote from the downtown, particularly the San Fernando Valley, have periodically voiced dissatisfaction with the problems they experience accessing Central Library resources, and have called for decentralization of the system.

Business and industry in the Central Business District, although admittedly only a portion of the total City activity, does represent a major and sophisticated service population. The Central Business District contains the core of the finance, administration, and marketing function of the City including international trade, and is heavily dependent upon information resources as already noted. It contains massive corporate headquarters with internal library resources that would dwarf those of many cities, and a host of intermediate and small entities with internal information resource capabilities ranging down to zero. All remain critically dependent upon external resources.

The daytime employee population of the Central Business District, approximately 192,000 persons, constitute an important user group. Much of the service involved is general leisure reading but significant reference functions are also involved given the background and interests of such a business-oriented labor pool. This transient daytime employee population is several times the size of the population resident in the central business district at present, and it has been estimated that it will increase 55% over the next 20 years.

The fourth category of Central Library patron is the local resident. Those persons now living in the Central Business District will increase with completion of the dwelling units planned and in progress by the Community Redevelopment Agency. The 1990 population may reach 30,000 in the central downtown. Neighborhoods within approximately one mile of the Central Library now have an additional 30,000 or more residents. However, a review of demographic characteristics of this population indicates a very high proportion of poor and minority groups who typically do not make substantial use of a facility like the Central Library but are most responsive to informal, focused branch library and book mobile programs.

It is clear that a careful review of the characteristics and needs of the business and resident populations that the LAPL expects to serve must be conducted as a basis of any detailed program planning and facility development effort.

III. LIBRARY SERVICE AND THE LAPL CENTRAL LIBRARY: SUMMARY OF CRITICAL FINDINGS

A. THE MAIN MESSAGES

The purpose of this chapter is to summarize our principal findings related to library service, and to convey a clear sense of the direction needed for development. We begin by describing the situation of the Central Library in general terms, terms that apply not only to LAPL but to most large city central public library operations throughout the United States. Then we go further into how this general description more specifically applies in the case of the LAPL Central Library. This discussion summarizes not only existing problems, but also what needs to be done to improve the effectiveness, scope, and efficiency of services.

Information on what is going on currently in other major U.S. public library systems -- to document how Los Angeles library problems mirror those elsewhere in the nation and to indicate what can be done about them -- is offered in Appendix A.

B. LAPL AND OTHER LIBRARIES - PAST, PRESENT, AND FUTURE

1. The Traditional Library Formula

The LAPL Central Library is operated according to a "traditional library formula" that works very poorly today, and that has already plunged most other large-city central public libraries into a struggle for survival.

The philosophy, management, and operations of the Los Angeles Public Library System, and of the Central Library within it, are typical of the Traditional Formula for large city public libraries. Both current operations and plans for the future appear to be shaped and limited by that formula. What has been happening in the library system, and staff statements about how the situation could or should be improved, including views on what the Central Library is or could be, appear to be limited by that formula.

The Traditional Formula is part of the inheritance of librarians -- it dates back to the turn of the century, and has been taught as basic truth in every library school until recently. In many libraries today, out of necessity, it is being modified or creatively reinterpreted to better meet local circumstances. Our perception is that the formula exists in an unquestioned form in the Central Library of the LAPL. Its main aspects include:

- The acquisition and preservation of materials in a large unified collection was emphasized. In the environment of the past, access to information required possession of documents. According to the collection ethic of the Traditional Formula, it was

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necessary to collect and hold many categories of materials that may have no clear current use, if they might have possible future uses. This ethic is in contrast, for example, with one that puts emphasis on networking to provide a flow of current materials to meet current needs. From today's viewpoint, the Traditional Formula is an ethic more related to archiving than to providing relevant current service.

- Materials were consolidated in a large unified collection to facilitate search and management. Access to the collection was via a card catalog located at the site of the collection. It was assumed that all needs could be met through a relatively uniform access pattern. The library was responsible for providing all kinds of information to all kinds of people, but in a common manner. Emphasis was almost entirely on retrieving information packages (e.g., books), rather than on retrieving the underlying desired information.

- In larger city libraries, the imperative was acquisition and permanent retention of as broad a spectrum of materials as possible, since knowledge was viewed as cumulative and permanent (rather than as obsolescing), and the library was the ultimate repository. The major urban libraries were responsible for maintaining the permanent archives of knowledge for their regions and for the nation.

- The service was subsidized by government and made available free to all users, to ensure the social opportunity associated with access to all and to encourage personal development and acculturation. As it works today at LAPL, free services are equally available to all clientele.

2. The Traditional Formula Works Poorly Today

There is a large amount of accumulated evidence that the Traditional Formula leads to stagnation and retrenchment when rigidly applied in a major U.S. city under today's conditions.

Libraries run according to it have experienced deep trouble throughout the country, including New York, Chicago, Baltimore, Philadelphia, Detroit, Buffalo, Cleveland, Denver, Boston, and many others, even ones in the affluent South and Southwest. The decline has been over a 10-to-15-year period, but the process has been accelerating and has already reached crisis proportions in most large systems. Typical symptoms, applicable not only in Los Angeles but to most other large city central libraries, include declining usage of central library facilities (in some cases by more than 50%); declining levels of public

support (again 50% or more in absolute dollars in some cases); staff freezes, low pay, layoffs and decline in staff morale; reduced hours of library operation; and branch and, in some cases, temporary central library closings.

We are aware of the recent City Council cuts for the coming fiscal year, costs that will seriously damage the regional center concept for servicing the branches in Los Angeles. Using deflator rates typical for library operations, we estimate that the real level of support for the LAPL system (in terms of what the dollars buy) is less than 60% of what it was 10 years ago. Incidentally, overall library materials costs have been rising faster than general inflation rates in recent years, in some years at rates approaching 20%.

While the library was once the main channel for flow of book-related information, most books now flow around it. Given the value of personal time, for many people it is more economical and convenient to buy a book than to borrow and then have to return it to the library. This is demonstrated by the fact that dollars spent on books by libraries and institutions account for only about 8% of the total in the United States, and they acquire less than 4% of the volumes sold. Libraries rarely participate in the new electronic distribution means, and in a typical city only 20-30% of the population uses the library.

University and college library collections have been expanded tremendously and in many cases are far better organized and equipped than their central branch library counterparts.

Finally, the large city public libraries have been among the last to participate in the newer library-world developments, like computer-based networking of library resources.

The following are additional aspects of the non-workability of the Traditional Formula, and each of them is evident in the Central Library:

- Services continue to depend mainly on obsolete information management approaches; the prevailing paper-based card catalog and manual ledger systems are inefficient, ineffective, and error prone.

- Low productivity: Most banks and insurance companies today operate with systems that are four generations more advanced than those used in 1935, but this is not so for many libraries, and not so for the Central Library in particular. Unit costs of services can run up to ridiculous proportions -- to where it would be cheaper to let patrons buy most books at bookstores and send the bill to the library than to circulate the book. Share of budget per book circulation in LAPL is approximately $2.40. Usage in big city central libraries including Los Angeles has been declining consistently in recent years, resulting in an increase in unit costs. In some systems share of budget per circulation has reached $7 or more.

The obsolescence of the Traditional Formula is directly reflected in the declining willingness of the public to support that formula. This is evidenced by the constantly shrinking (in real dollars) budgets of public libraries, including the LAPL.

3. The Traditional Formula Entails Little Or No Planning Or Accountability

Modern concepts such as strategic or long-range planning, market responsiveness, performance evaluation, and public accountability are not part of the Traditional Formula.

- Little or no attention is paid to changing conditions of user and market needs; it is assumed that the traditional standardized services can best serve all.

- There is essentially no forward planning or research and development; the same formula is run year after year as if it were unaffected by the changes in society, demographics, technology, economics, politics, and needs going on all around it.

- Because the information management systems defy accurate or informative measurement of services and their effectiveness, accountability to library boards or to city governments is limited. Libraries typically keep track of reference inquiries and circulations as basic statistics. This is done by department in the Central Library in Los Angeles. It is difficult for a city government to know what these statistics mean, if anything, in terms of contribution to health and welfare and education of citizens. In terms of today's priorities in big cities, it is very difficult to see just where the Traditional Formula for library services fits in -- and those engaged in the political process are engrossed by problems that are painfully explicit. Constituencies of Traditional Formula central libraries therefore have tended to be decreasingly visible and coherent, and such libraries have been prime candidates for budget slashes.

4. The Best Of Ideals Lie Behind The Traditional Formula

Behind the Traditional Formula are excellent ideals, such as ensuring broad public access to needed information. However, the formula is often confused with those ideals and defended by librarians as if it is the same as those ideals, even when it does not work.

The Traditional Formula principle of free services equally available to all was intended to remove money as a barrier to access to information -- particularly for poor immigrants and working people for whom the cost of a book represented well over a day's earnings. The principle worked

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well in the turn-of-the-century environment when America was moving from a rural agricultural industrial base to an urban industrial one, because relatively few published information products were available, and because they were mainly peripheral to the economic mainstream of those times.

Today, the same principle often works to defeat its original purpose. If a library insists on providing "free" services that it cannot afford and that the taxpayers will not support, then more often than not it ends up providing less service, poorer service, or no service.

For example, there are thousands of high-value information products available today -- subscription services that cost $20,000 and up per year, and specialized directories that cost in the hundreds of dollars per volume. Information is in the economic mainstream.

There are more than 700 major data bases available for computer terminal searching by subscription through some 200 on-line computer service organizations offering more than 300 million records. These data bases are available for instant searching by computer, but it costs anywhere from $5 to $300 per hour to do so. It is hardly possible, and not appropriate, for a publicly-funded library to make such services equally available to teenagers and large corporations without charge, so the net result has been to make them equally unavailable -- to ignore such services even though they are rapidly becoming the principal way to access information. The LAPL has not made such searching services available to its patrons except indirectly through SCAN (the Southern California Answering Network), a librarian-oriented "third-order" reference service housed in the Central Library and funded with state money. SCAN does not service patrons directly. Data base searching has been going on for over a half-dozen years in libraries, technical libraries in particular where it is possible to pass costs on to users, but only now is it being considered by LAPL. To effectively introduce it, LAPL will have to face that part of the Traditional Formula that mandates equal free services to everyone.

5. The Traditional Formula At LAPL Is Not Monolithic

There are many exceptions to the above obsolete patterns evident in the Central Library, including modest fees charged for certain specialized services (e.g., photocopies), some market-specialized services (e.g., patents), and some very limited uses of newer technology. Also our sense is that there are many knowledgeable individuals on the staff who see ways things could be improved and who are willing to take the initiative, but have not been supported. The Traditional Formula represents the dominant mode, however, and will continue to be dominant unless there is a very basic change in the framework for looking at library service. The problem appears not to be lack of knowledge about what needs to be done to improve the situation -- although some skills are in short supply. It appears more to be a lack of a developmental context -- a sense of mission, goals, strategies, and priorities -- that contrains any new undertaking other than, small, fragmented, almost individual initiatives.

6. It Is No Longer 1901

There have been very fundamental shifts in almost everything relating to information and how it applies in our daily lives in the 80 or so years since the Traditional Formula was solidified.

Factors contributing to the obsolescence of the Traditional Formula are:

- Changing populations -- different people who read (if they read) for different reasons; new populations sophisticated in information handling coupled with others that are functionally illiterate or that use other languages. Great rise in overall rate of education.

- Changes in where people live and work, and how they live and work -- the rise of the automobile and expressways, local shopping, decentralization of urban areas, etc.

- New information technology -- radio and phonograph and TV, and now teletext, computers, and cable services to homes. The library is not needed in most of the existing chains of information delivery.

- Information explosion -- individuals are exposed to more than 1000 times as much media information today as when the Traditional Formula was created. While book publication and book consumption have been steadily expanding, a smaller and smaller proportion of the reading is mediated through the library. Not even the Library of Congress -- with its budget which dwarfs that of LAPL (about $232 million compared to $27 million for LAPL, branches and all) -- can now afford to collect everything.

7. New Technology -- A New Meaning For Libraries

Between now and the year 2000 the idea of a "library" as defined by LOCATION or PLACE will continue to give way at an accelerating pace to the idea of library (to the extent that libraries will survive) as ACCESS NETWORK. Long before 2000, most business, consumer, personal, and reference information will be directly available through terminals in the office and home on demand (i.e., on-line). The library of the world's useful information will be everywhere there is a television set. Only old historical works, rare books and publications from less developed countries will have to be physically stored to have immediate access to their contents. They will have to be stored in only one or two places, with access to the information in them also made available everywhere electronically.

Today, using commercial services available (at a price, of course) to everyone using even a portable terminal, it is possible to search the

entire contents of the Encyclopedia Britannica very quickly to locate, retrieve, read, and print out the exact information wanted. The full text of the United Press, Associated Press, Dow Jones, Reuters, and other news services are likewise available -- current and historical from the time of conversion. So also are the contents of dozens of magazines and newspapers, like Newsweek and the Washington Post -- and the volume of information so available is mushrooming at an incredible rate. By the end of 1982, the full contents of hundreds of McGraw Hill magazines will be available on-line, as will be the full contents of the Chinese national news agency. Dozens of new on-line data bases are being created each month and hundreds of reference collections are already available on-line -- including such old library favorites as Books in Print and Ulrich's guide to periodicals. By the end of the decade, the full text of all major U.S. newspapers, most magazines, and many specialized periodicals will be available on-line. By the end of the century, on-line and other new-media publishing (including videodisks and home computer software packages) will be the major mode, virtually supplanting conventional print-oriented publishing for reference, text, and technical books and even making major inroads into lieasure reading markets.

The means to receive this information will consist of a growing population of terminals in homes, offices, and everywhere. By 1990, for example, Arthur D. Little, Inc., has estimated there will be 69 million terminals in the United States capable of receiving information electronically -- and some 24 million of these will be in homes. Well over a million personal computers, many of which communicate, will be sold this year alone. By the end of the century, terminals for the receipt of written information will be as common as telephones are today for the receipt of voice messages. This report was written using terminals, and was printed from a computer data base.

What is driving the transition into electronic information access? Many factors, but suprisingly a main one among them is cost. The cost of computer memory required to store an entire page of text for on-line access -- perhaps three cents. Cost of the computer power required to process the text for machine entry -- far less than a penny. Cost to transmit that information electronically -- less than cost of postage today and declining as postage costs rise. Cost of a communicating terminal -- now down to a few hundred dollars and going down to the $100 level for a basic capability.

Beyond ever-lower costs are other basic factors favoring electronic information distribution. One is the far superior search capability provided through computer logic -- including capability to search for information based on the contents of documents (as distinguished from a summary catalog entry) using logical queries that search for any specified combinations of words in text. Using such a capability, users can search through thousands or millions of items to discover exactly the items that meet the need. This is not conjecture. Right now attorneys can search through billions of words of case law material via terminals and, in a few minutes, achieve results superior to those possible through spending hundreds of hours in a law library. Another benefit is exhaustivity of available materials. The electronic catalog of holdings of 2500 U.S. libraries searchable using the existing Online Computer

Library Center terminal system (described below in Section C.5 of this chapter) is more vast than that of any single library, no matter how large. Another factor is timeliness. Information published electronically is almost instantly available to users. Finally, there is the all-important convenience factor -- the ability to search and then have information instantly available in the office or in the home.

8. Archival Collections Still Have Their Place

The part of the Traditional Formula that points to a continuing need for an archival materials collection is not obsolete yet -- although its importance continues to decline. Clearly, the extensive collection in the Central Library provides useful access for many users to historical items that could probably be located elsewhere only with fair cost and delay. The new electronic data bases do not now include certain obscure or unique items in LAPL's collection that have not have been electronically cataloged by any other library. Some of the items in the collection may be the unique copies in Los Angeles, in California, in the United States, or in the world. Even if a rare item is cataloged as existing somewhere else in the country, physical access to that item may be very greatly facilitated because it exists in LAPL's collection. For some researchers under some conditions, moreover, we are convinced that the best form of access to the material in a collection is direct physical contact with the collection itself. A researcher creating a movie script about Los Angeles in the year 1910, for example, could probably profitably spend several days working with various materials in the LAPL Central Library.

In emphasizing a need for a new service strategy for Los Angeles in this report, we acknowledge the need for continuing access to archival materials, at least into the next century. Although we recommend a shift in emphasis from archival access towards more current information access and delivery, there continues to be a need for the traditional materials storage and physical access mechanisms.

What we will be suggesting later in this report will, we believe, greatly increase the usefulness of the archival function by providing far superior information management of and access to archived materials, including: citywide access to reliable and current information describing what is in the collection, availability status of items, and means for requesting that an item be sent out to a branch or cooperating library.

9. The Desire For A New Building And The Traditional Formula

We can fully appreciate the desire of the LAPL's library administration for a new or renovated building, regardless of what functional options are considered for library development.

The present building for the Central Library has numerous well documented defects and problems associated with its continuing use by the library. The systems are obsolete -- heating, cooling, electrical power, and communications. The spatial programming is unsuitable for economical or efficient operations. The library is overcrowded and the materials

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are not protectable against fire (or water, in case of fire) damage. It is inefficient, costly, and poor service policy to have closed stacks. It is difficult to envisage how any modern service might be operated in the building without renovation.

We cannot envisage any scenario for future library development in the present building that does not include renovation and extensive rehabilitation - including a possible need for reprogramming some of the functional spaces such as conversion of stacks to user-accessible work and browsing space.

The question is not whether a new rehabilitated building is needed, it is what for: What are the goals and objectives the building is intended to support? What are the functions that have to be operated within it? Only when these questions are answered in detail can it be known whether it is possible to renovate the building in a way that is completely functional for the library and also preserves its main architectural features.

Based on what we have heard and read so far, it appears that this question has not been satisfactorily answered in the large collection of earlier studies. The library administration's current thrust to build a large new Central Library facility seems to flow from an unquestioned assumption that it is necessary to continue Traditional Formula library operations in a new and larger home.

The "Green Report" prepared in 1965 and still the Library Administrations basic planning document, assumes operations according to the Traditional Formula -- the facility requirements it details are based on operational assumptions that are no longer valid. In 1965, however, the formula was still in vogue and its limitations were not very visible, and the Green Report represented excellent thinking for that time. In fact, it was just about at that time when the first indications of any problems were starting to appear. While circulation is only a partial indicator of usage of the Central Library, it happens to be one for which adequate records exist. Although circulation seemed to be going up and down in an uncertain pattern from 1950 until 1963, at about that date it started to go into a rather steady pattern of decline. In 1963, circulation was, for the Central Library building, 43% higher than in 1980. Some indicative Central Library circulation statistics are:

Fiscal year 1949-1950	1,544,093
Fiscal year 1962-1963	1,407,192
Fiscal year 1969-1970	1,156,892
Fiscal year 1980-1981	937,550

The current overcrowding of the Central Library, therefore, appears to be more the result of continuing accumulation of materials than usage by patrons -- which appears to have been declining. That is, of course, assuming that circulation and other forms of usage are strongly correlated. And, according to the Traditional Formula, collecting goes on forever, so any new building would be filled before long.

In summary, the formula currently dominating the operations of the LAPL Central Branch was created long ago in response to the needs of a society vastly different than that which exists now, using tools and approaches vastly diffferent than those that exist now. The formula does not work very well today; it is badly in need of updating. It will work less and less well as we move into the information-intensive 1980s. It does not provide a suitable basis for investment of millions of dollars of public money in a new building intended to last the rest of this century and beyond.

If the central operational need of the Los Angeles library system are to be met, what is needed first is a redefinition of purpose, philosophy, goals and programs that are truly appropriate for today, and second, translation into physical space as well as other kinds of requirements. Our recommendation of what this redefinition entails will become clearer as this report continues.

C. LAPL PROBLEMS AND OPPORTUNITIES

THE LAPL CENTRAL LIBRARY EXHIBITS ALL THE PROBLEMS ASSOCIATED WITH CONTINUING APPLICATION OF THE TRADITIONAL FORMULA.

These problems can also be viewed as unexploited opportunities to substantially increase the effective and financial efficiency of library service for the entire City, not just the downtown.

1. Information Management Is Inadequate

There is no Union Catalog for the system as a whole (a catalog that shows what items are housed in which library branch or, for that matter, in the Central Library itself). Its catalog, an old-fashioned card system, has serious inaccuracies and problems and cannot be relied on to reflect what exists on the shelves. There is no reliable inventory of what-exists-where, although several partial (and incompatible) listings exist. The only way to know whether an item is a library holding and is available is to go to the shelves and look.

WHILE THE COLLECTION OF THE CENTRAL LIBRARY MAY BE VALUABLE, ACCESS TO IT IS VERY POOR.

Emphasis, true to the Traditional Formula, has been on collecting and shelving, not on providing access.

Data is not maintained in a way that allows measuring, evaluation, or improvement of operations. The circulation control system, in particular, does not allow telling which items are used, when, and which just sit there. There is no way to tell whether items in the collection have ever been used.

Materials in the Central Library collection have admittedly not been weeded. Without a "scientific sample" of perhaps 10,000 items, something outside the scope of our present study, we cannot tell for sure what the elimination percentage might be if proper weeding were done. The library

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staff members estimate variously from 10% to more than 30%. Unnecessary duplicate copies account for most of the estimates of staff, incidentally. Our own trips through the stacks revealed a fair proportion of what we judged to be weedable material -- such as many different "practical" stock market and real estate investing guides from the 1950s and 1960s, and large numbers of scientific books for laymen that are now obsolete. Patrons have "weeded" items which still show in the catalog.

Available data also does not allow knowing who the users of the library are, and what users have what needs, except to some extent as these users relate to existing departmental organization. The Traditional Formula prohibits distinguishing among users in fact, something set up in the late 1800s to protect immigrants coming into the United States.

2. Automation Is Minimal

Compared to many, if not most, other large public library systems, use of library automation is minimal. Some large public library systems have converted the catalogs of all their main and outlying branches so they reside in an up-to-date computer data base for the entire system. Cataloging is done by computer terminals on a "cooperative" basis -- hundreds or thousands of libraries use terminals to access a centralized data base to catalog their books. Only the first library that acquires the book needs to catalog it. All other libraries can use or adapt that cataloging. Such a data base can be accessed through terminals placed in all library branches, and in cooperating libraries and in the offices of heavy business users of the library. In some of the more advanced systems, access to the data base is provided direct to homes via cable TV or via a home computer network.

Through use of any terminal, it is possible instantly to determine whether an item exists in the library system, and which branch has it. It is also possible to determine the circulation status of any item held anywhere in the system, and to request it for loan -- and even to verification for that request. Terminals also allow inter-library loan requests to be electronically transmitted among cooperating library systems -- locally and across the country.

In modern library systems this form of organizational and access unification supersedes traditional physical unification in a single collection.

> LOCATION-INDEPENDENT ACCESS THROUGH AUTOMATION AND NETWORKING IS REPLACING PHYSICAL ACCESS THROUGH CENTRALIZED COLLECTIONS.

In a big sprawling city like Los Angeles, for example, automated networking access could provide very high-grade service to a vast world of library materials from any library branch in the city (and in the future from any home in the city). Access could be not only to LAPL's materials, but also to those of thousands of libraries throughout the country. The old collection-based approach, in contrast, provides

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uncertain and poor access -- as we will shortly see -- usually requires a physical trip to the Central Library to get uncertain results.

Briefly, here is the status of the major library automation processes within LAPL:

- Cataloging by computer: Computer-assisted cooperative cataloging has been done at LAPL for years, using the Research Libraries Information Network (RLIN) system operated out of Stanford University, but only on a partial basis using a single terminal. Only one item out of four (roughly) is now cataloged by computer and there is a 30,000-volume (four-month) cataloging backlog, down from a maximum of about 120,000 volumes in recent years. Two more terminals are available, but have yet to be installed. Only those items cataloged by computer are in a machine-readable catalog data base, a very small percentage of the holdings.

  As we will show shortly, RLIN is in many ways the least productive cooperative service for LAPL to participate in, since it is not the main system the other major Los Angeles libraries belong to, making networking with them virtually impossible today.

- Computer-maintained catalogs: This requires an inventory of holdings and conversion to machine-readable form, a massive job for which no plans exist.

- Circulation control: This too requires, as a prior step, conversions of the holdings into machine-readable form. No plans exist.

- Inter-library loan: This is a complex topic, and inter-library loans are in principle requestable from other RLIN network members, although this is not done much in practice for want of terminal time -- also, most RLIN members are relatively remote from LAPL. Again, truly effective inter-library loan requires conversion of holdings to machine-readable form. No plans exist for systematically automating the inter-library loan function within the LAPL system itself. How inter-library loan now works in the LAPL system is described shortly.

3. Service Levels Are Poor for Want of Systems

Productivity and effectiveness of present services are very low. Inter-library loan is a case in point. The present system requires paper flow of inter-library loan requests from branches to regions, perhaps to

other branches in that region, perhaps to the Central Library. From the Central Library a request can be forwarded to another region or filled from its own collection. Patrons requesting an item can be served in a matter of several days, several weeks, several months, or never. Meanwhile, they wait in a state of uncertainty while paper chits slowly course back and fourth. In this modern information age, such delay does not encourage continued use of the library.

There is more to be learned from inter-library loan, having to do with just how much the Central Library's collection "supports" the branches. In fiscal year 1980-1981 there were approximately 11 million items circulated by the system, 10 million of which were circulated by the branches. Some 107,145 "reserves" were registered (that is, cards filled in by patrons requesting items not on the shelves) by patrons in the branches. Of these, 17,600 flowed through the Central Library, and of this latter item, 6500 were supplied out of the Central Library's collection. Read one way, this seems to be a healthy fill rate; read another way:

> ONLY A VERY TINY FRACTION OF THE BRANCH'S CIRCULATIONS ARE FILLED OUT OF THE CENTRAL LIBRARY'S COLLECTION (0.00065 or less than one in a thousand).

For inter-library loan requests coming from outside of the system, an additional 4800 are filled out of the Central Library's collection. Thus, filled requests for people who request items from the Central Library without traveling there, from inside and outside Los Angeles, amount to only 11,300 or 1% of the total circulation in the Central Library. Except for a limited number of items requested by phone, all other loans are to people who have to travel physically to the library (and who could also travel to UCLA or any of several other excellent libraries in the area).

> WHILE THE ROLE OF THE CENTRAL LIBRARY'S COLLECTION IN SUPPORTING THE BRANCHES IS MUCH FEATURED, IT APPEARS TO US TO BE RATHER MINIMAL, AT LEAST IN NUMBER OF TRANSACTIONS.

Of course, it may be argued that those items that are eventually retrieved from the central library's collection are very important -- there is no way of knowing whether this is so or not, however.

> THE ONLY PROCEDURE FOR ANY PATRON, WHETHER IN THE MAIN LIBRARY, A BRANCH, OR A COOPERATING SYSTEM, TO KNOW WHETHER AN ITEM EXISTS IN THE SYSTEM AND IS AVAILABLE IS EITHER TO CHASE THE ITEM HIMSELF (PERHAPS FRUITLESSLY), OR WAIT WHILE A LABOR-INTENSIVE, LENGTHY, AND POSSIBLY FRUITLESS SERIES OF PAPER FLOW AND MANUAL SEARCH PROCESSES TAKE PLACE.

This is not to say that it has to be minimal, or would stay minimal, given proper information management and a responsive inter-library loan system. We can easily envisage usage expanding by a factor of 10 or more

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given an instant terminal-based access system such as described previously. We suspect that the low usage is an artifact of the inefficiency and ineffectiveness of the existing obsolete access system, which means that a realistic shot at timely access requires driving to the Central Library as against a chance that the item wanted might be there.

4. There Are No Systematic Plans For Library Automation

The Central Library staff responsible for technical processing (including cataloging) and for inter-library loan and other applications impactable by automation, are mostly aware of what is possible, and are taking a number of useful but small incremental steps given the limitations of resources and priorities that exist. They are, in some cases, exercising real leadership. The small incremental steps include improvements in the existing (batch) computer ordering system, use of electronic mail (very limited) to speed inter-library loan, and installation and use of the remaining cataloging terminals. These efforts reflect the most that can be done based on an approach of essentially zero investment in automation, which seems in turn to follow from adherence to the Traditional Formula without an active developmental plan. It appears that the very limited funding incentives for further automation activities -- such as in the inter-library loan area -- are coming from organizations outside the LAPL - for example from MCLS (Metropolitan Cooperative Library Service), the regional cooperative which the LAPL recently joined.

A complete program of library automation would have to include conversion of records to machine-readable form and a multitude of new programs for bringing the collection under control and managing it. The results would include:

- Great increase in the efficiency and effectiveness of internal operations;
- Possibility for effective resource sharing and networking with other neighboring libraries allowing, for example, division of responsibility for collection-building;
- Ability to provide unified services with a decentralized collection -- note that for the system as a whole, the collection is <u>already</u> decentralized;
- Ability to provide library access services to citizens in homes in the near future through patron searching as home computer networks and "interactive" cable TV systems proliferate in the latter part of the present decade.

While the Central Library's materials budget exceeds $1 million per year not even a very small percentage of this amount has been allocated for basic improvement of access, flexibility, and service. At the present rate of investment in small incremental steps, it may be 15 years

or never before the major benefits identified above can be realized -- so it should not be thought that the situation will just "evolve" into a healthy one by letting things go on as they are.

Besides unavailability of funds, reasons cited by library staff for not pursuing library automation include immaturity of such systems and the need first to move into a new Central Library building.

The library's administration seems to feel that library automation technology has been insufficiently mature to take a "risk" on it up to now, and a much earlier (1960s) home-grown effort at library automation at LAPL was indeed premature and a costly failure. Our opinion is that the systems are now amply mature. Several vendors, including one in Los Angeles itself (GEAC), provide systems that include complete software as well as hardware, and they are willing to undertake contracts that hold them responsible for timely delivery of an operating system that meets specified performance standards. The standard software systems now available do not do everything that might be desired at LAPL, but can provide a basis for further enhancements that meet particular LAPL needs.

Hundreds of medium-sized and large libraries currently enjoy library automation systems of the type we believe are needed at LAPL. As discussed in Appendix A, the Philadelphia Public Library is now instituting an intensive automation program similar to what we are describing. The other major research libraries in Los Angeles have such systems (e.g. UCLA, USC, CSU-LA), and some large public library systems as extensive as in Los Angeles have them too. Almost all large libraries that are not now automated are becoming so, or have announced plans to automate. Very roughly, we estimate that an initial system for LAPL to handle the above-identified tasks would require about 80 terminals, including all branches. Several systems of this size have already been commissioned or are operating in other library systems. In New York City, the Queens County Public Library system, for example, has about 100 terminals in multi-branch operation today.

The space and power requirements of a minicomputer-based library automation system are rather minimal, less by far than the requirements for the card catalogs they replace. We understand that it is difficult to cable and provide power for new systems in the present Central Library building. We see this as a relatively minor obstacle, however, and cannot understand why a physical move must proceed automation. Our sense is that a physical move would be greatly facilitated by a superior system of information management and inventory control, in fact, and that through weeding and information management approaches, the sheer physical requirements of such a move might be minimized.

5. The Los Angeles Central Collection Is Important, But Not Ultimate

Staff members of the Central Library are proud of their collection, and rightfully so. It is respected by many librarians we have talked to who have worked with it, from within and from without the system. In their zeal to promote the value of the collection, however, it is possible to lose sight of the fact that it encompasses but a small fraction of the important documentary information that exists today.

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The LAPL Central Library's collection complements but does not substitute for other important library resources located centrally in Los Angeles itself. There are three other major research library complexes in Los Angeles: UCLA, USC and CSU-LA, and dozens of important smaller ones. UCLA's library compares in size, collection, and budget with LAPL's Central Library, and 30% of its usage is for the general public. USC and CSU-LA's libraries are within 10 minutes of the LAPL Central Library. These institutions hold much valuable material not available within the LAPL system. Consider, for example, subscriptions to periodicals by title:

UCLA	58,750
USC	20,685
LAPL	7,000
CSU-LA	4,918

There are other major areas where non-LAPL collections are far stronger than those in LAPL. For example, in the Science and Technology area the Central Library has much valuable retrospective material. However, insofar as researchers in most areas of Science and Technology are concerned, it does not have an up-to-date collection of current research information -- that would require the periodicals, for example. Its Science and Technology collection is excellent in certain specialized areas -- such as patents -- but has its limits. The library cannot keep completely up with areas like physics, chemistry, biology or engineering. As mentioned elsewhere, access to computer data bases -- representing a larger and larger proportion of the world's organized knowledge -- has not been available to patrons of the LAPL except very indirectly.

The Central Library has certain unique collections -- like the Los Angeles historical photographs and the Geneaology and Patents rooms, but so do the other major libraries in Los Angeles. For example, UCLA has a California History collection and a Southern California Imprints collection. The American Library Directory shows 24 special collections of this kind at USC, California, State at Los Angeles, and UCLA.

While visiting LAPL we heard virtually no acknowledgement of the value of these Los Angeles collateral resources -- as if they would detract from the value of the Central Library's collection. The library staff did comment that the major academic libraries did not provide satisfactory service to the general public, but a number of business libraries we spoke with declared UCLA to be no more difficult to use than LAPL, and some preferred it.

Even beyond the area's resources are, of course, those of the nation. The Central Library has something exceeding two million volumes representing more than 700,000 titles. Members of the OCLC network mentioned earlier (to which LAPL does not belong) hold over 7 million distinct titles. Modern library computer networks make available hundreds of millions of volumes from thousands of libraries throughout the country.

If Los Angeles residents are to be served by providing them access to a broad range of the world's current literature, then what is needed is effective networking and access agreements with the other libraries in the area, in the region, in the nation, and eventually in the world. There is no way LAPL could begin to collect what these other libraries have.

6. Getting On The Networking Bandwagon

Most modern library thinkers see networking and resource sharing as an opportunity and way out of the knowledge explosion dilemma. Throughout the country, this has been the main developmental thrust of libraries for over a decade now. We have already described how such networking funtions to allow improvement of access. There are hundreds of multilateral "networking" compacts among libraries in the United States designed to allow sharing of library resources, to facilitate inter-institutional cooperation, and to facilitate the shared introduction of communicating technologies. Dozens of these "networks" exist proximate to LAPL. One example is called CALINET. It has been functioning since 1975 among the libraries of UCLA, Caltech, and USC. Its purpose is to promote a group approach to collection development so that the three institutions can grow in mutually supporting ways, and to develop common bibliographic tools by computer that identify which library holds which titles.

While LAPL belongs to several such networks -- including MCLS (Metropolitan Cooperative Library Service), RLIN (Research Libraries Information Network), and the SCAN (Southern California Answering Network) activity--its participation in them has tended to be passive and relatively minimal and to a considerible extent dependent on state or other outside funding. When the state recently withdrew its funding for the SCILL (Southern California Inter-Library Loan) project housed at LAPL, the project was allowed to simply die. It provided a much needed service -- for physical transportation of inter-library loan materials among different types of libraries in the area.

We mentioned earlier that the RLIN cooperative terminal-based network, now used for cataloging, appears to be the wrong one to belong to if LAPL is to effectively participate in library networking. Another network, called Online Computer Library Center or OCLC, has a much vaster base of operations in California as well as nationally, is much more attuned to public libraries and public library systems (53 in California, including many neighboring systems such as Santa Monica), and offers lower-cost services. OCLC has more than 2500 library and library system members throughout the country, while RLIN's membership is dominated by less than 25 "elite" research libraries, mostly in universities with large collections. There are few other public library systems in the area that belong to RLIN. The big clincher, however, is that the three most important other library resources within Los Angeles itself - UCLA, USC and CSU-LA --all belong and rely on OCLC. Using this system it would be possible today to electronically handle inter-library loan transactions between LAPL and these institutions, making the combined resources available to all.

A number of OCLC member institutions are also identified by RLIN as members of its system, including UCLA and CSU-LA. The Library Director at CSU-LA states that his only contact is indirect through an association and that his library should not be on the RLIN list. OCLC restricts its membership to those institutions who will do all their cataloging on the system (i.e. contribute their effort cooperatively in cataloging new items). It is possible to belong to RLIN only for its bibliographic search capability, which some institutions do. But, OCLC membership provides much more opportunity for networking than RLIN.

While RLIN and OCLC may someday link up their systems (there is a California project under way to do so for inter-library loan purposes), it may take a long time, and it would still be vastly harder to create an inter-institution catalog data base with neighboring institutions if they are in different networks. We are skeptical whether an eventual linkage could make functional integration of collections feasible to the extent necessary to achieve full resource-sharing. Library networking has its library world politics, however, and both RLIN and OCLC have their own loyal supporters, posing a barrier to such a shift. In the library world, it sometimes seems that OCLC users and RLIN users are at war, and because RLIN is a California-based entity it has been promoted by state library planners. It has always been in a very precarious financial situation, however, and RLIN was recently forced to lay off 23 members of its staff, raising a serious question about its continuing viability.

Moreover, there has been more and more emphasis recently on "multitype" library networking, e.g., networking together of public, academic, special, and even school libraries. This is happening in hundreds of places in the country, breaking down old barriers and myths. The California State Library has encouraged such cooperation, through use of federal funding available to it. The State Library supports a program which reimburses academic libraries for the inter-library lending services they provide to public libraries.

The kind of arrangements needed are exemplified by what is going on in Amarillo, Texas, where the public library is cooperating in a consortium with four major college and university libraries to develop an on-line catalog system that makes the combined holdings of all four libraries available to patrons of any of them. They are starting out with a $1.5 million funding grant for the project. Such a consortium has been discussed for the Los Angeles area in the past, in fact, but because of the "collection ethic" has received inadequate support from some of the key library directors involved.

> ALL LIBRARY RESOURCES IN LOS ANGELES COULD BE MADE RAPIDLY AND EQUALLY AVAILABLE TO ALL CITIZENS OF LOS ANGELES IN ALL AREAS, WITH FAR FASTER AND IMPROVED SERVICE THAN NOW.

So far, compared to other major systems, the LAPL has done practically nothing about true networking, which involves both technology and new patterns of cooperation. True, LAPL has joined MCLS and that is a positive step; and LAPL is participating in MCLS's automation programs,

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also a positive step. And LAPL operates SCAN which is associated with the CLASS (California Library Authority for Systems and Services) cooperative development in California, and participates in numerous ways in other networks. But these are all minor, almost sideline, activities insofar as the mainline library LAPL operations are concerned, and are allocated very little if any resources. We have already pointed out that real and effective cooperation requires a great deal of planning. It requires creation of a suitable catalog data base and putting it on-line, it requires cooperative agreements with other neighboring libraries regarding division of responsibility for catalog building; and it requires a genuine willingness to see and invest in networking as a major area of thrust of the library.

All of these require first a basic shift in perception of the purpose and functions of the library, from an institution that collects and stores books to an organization concerned with helping citizens access information and willing to accept and use whatever mechanisms that provide most effective and cost efficient service.

Despite Proposition 13, many California public libraries have been improving their position through transforming to an access ethic. Kern County, California, according to the 1981 Bowker Annual "..took decisive steps towards recovery by consolidating its reference department, implementing the LIBRIS ordering system, merging its services with Los Angeles County and hooking into the data bases of RLIN, DIALOG and ORBIT. In 1980 Kern County added 24 staff positions, doubled McNaughton and paperback purchases, and brought 44,000 new books and 80 films." Clearly, the new initiatives and the willingness of the community to provide support were related.

7. Developmental Leadership Is Required

Our sense is that the Central Library, like the other parts of the LAPL system we have looked into, has good day-to-day operational leadership: that is, leadership comparable to that provided by the officers of an ocean liner. This is very different from developmental leadership -- of the shipping company that might decide, for example, that what is needed is to replace the ocean liner with a fleet of smaller, more modern cruise ships.

Our sense is that the Central Library leadership sees its job as running the library according to the Traditional Formula -- without further consideration.. Everyone within the system seems to have been thinking mainly along one line of development: the financing and construction of a new building. The leaders do deserve acknowledgement, however, that their initiative in that one dimension has stimulated a broad-based interest in the library system itself, and that interest has led to broader-based consideration, including the present study. The focus of developmental leadership appears to be limited to that one area, however. We have repeatedly heard that "there is no sense planning until we can move to a new building." As a matter of fact, the existing Central Library building is seen as the one and main obstacle to any further progress.

It would be too easy to pin all the responsibility for lack of movement in the system on the leadership of the LAPL staff. The problem runs much deeper, and there have been extenuating circumstances. Since Proposition 13 was passed, the staff leadership appears to have had a full-time battle on its hands to protect the library system from being completely gutted. They have fought -- and won with the aid of their outside supporters -- several critical battles, despite the rear-guard nature of the fight. The LAPL has needed what it now has from our clients -- a powerful outside constituency that cares about its development and is willing to do something about it. Only by maintaining this powerful outside base of support, we believe, will it be possible for any library staff, no matter how well intentioned, to move forward.

8. Past Advice, Largely Unheeded, Is Still Valid

The persistency of the Traditional Formula should not be underestimated, not only in the training of librarians, but also in the unconscious assumptions which policy makers and ordinary citizens hold about libraries.

> THE BLUE RIBBON COMMITTEE REPORT OF JULY 1977 CONCERNING THE LAPL SYSTEM EXPLICITLY CONTAINED A NUMBER OF KEY DEVELOPMENTAL RECOMMENDATIONS WHICH, IF FOLLOWED, COULD HAVE MADE A MAJOR DIFFERENCE IN THE CURRENT SHAPE AND EFFECTIVENESS OF THE CENTRAL BRANCH. IT APPEARS THAT THOSE RECOMMENDATIONS THAT DISAGREED WITH ADHERENCE TO THE TRADITIONAL FORMULA WERE LARGELY NOT IMPLEMENTED.

The Blue Ribbon Committee report was made over four years ago. The following key recommendations are among several others that have not been acted upon but that, in our opinion, continue to have merit:

"III. Implementation

"A. Access

1. Materials and Service --

c. The effectiveness of the LAPL as a system should be improved

1. The inter-library loan system must work efficiently.

2. An inventory of all of the library's holdings (union list) must be completed so that there will be improved public access...

"B. Responsiveness --

2. The primary and secondary roles of the Central Library and the branches should be clearly established.

"C. Accountability

1. The function of the Library Commission should be to set goals and policy.

2. There should be a reorganization of the administrative structure.

3. More accurate measures of effectiveness and efficiency should be established to evaluate library programs, materials and facilities.

4. An attempt should be made to develop quantitative measures to evaluate the productivity of personnel.

"IV. Organization

"A. Library Commission

Role: A majority of the Committee recommended that the Library Commission should set the department goals and policies -- they should periodically review the implementation of the goals with the City Librarian

"E. Planning and Development Office

An office for planning and development should be established, reporting to the City Librarian. He or she would be accountable for contributing to the management of the library by evaluating, monitoring and measuring the effectiveness of the existing library system and facilities...

"V. Regional and Branch Services

"B. Facilities Planning

3. There should be an evaluation of library services and structures in all parts of the City with consideration given to alternate types of facilities such as: joint facilities, location in commercial areas of kiosks, port-a-branches, extended bookmobile service and vans...

"VI. Central Library

"A. As part of the programming phase of the Central Library Development project, an outside consultant should be hired to assist the state in evaluating the Central Library Collection --

"C. Setting limits to Central Library services is of concern to the Committee..." (n.b. the Blue Ribbon Committee went on to suggest a set of priorities.)

"D. Once the branch union list is complete, the role of the Central Library as providing the backup collection for the system should be reviewed with a view to more regional and branch specialization and eliminating unnecessary duplication."

Our sense is that these continue to be excellent recommendations -- they describe things that still need to be done. But before there is sufficient motivation to implement them, a new policy context or "frame of reference" is needed. Agreement is needed among all key parties -- including the library staff, the Board of Library Commissioners, the City Council, and key individuals in the city's administration about the basic direction the library wants to go in -- to stay in the Traditional Formula with the minimal accommodation that is absolutely necessary, or to strike out to provide high-quality access-based services through a basically new philosophy and set of approaches. That is the question, insofar as library service is concerned.

Besides the Blue Ribbon Committee study, there have been other quite relevant outside studies of LAPL. We mention two in particular; the USC study and the Charles Luckman Associates study.

The USC study, conducted by its Office of Academic Planning for a subgroup of its Advisory Committee for Academic Planning, was completed in 1975. This study was specifically concerned with the future need for a major public library "research" facility in Los Angeles. The study was a "Delphi" study, based on rounds of formal questionnaires sent to 21 distinguished panelists including experts on research library service, knowledgable library users, and individuals with expertise in library-related information technologies.

The main results of this study strongly support the perceptions outlined above, and the directions we recommend. We quote only a few passages from the Executive Summary and from the Resume of Results and Conclusions:

"The FUNCTIONS of a public research library are expected to change substantially with the continuing rapid change in information processing technology. The major shift will be away from a facility in which information is stored, to a communications center through which information is transmitted to users at various locations from a variety of sources." (Opening Paragraph of the Executive Summary)

"It appears feasible to SEPARATE FACILITIES FOR RESEARCH from those for other functions (Administration, service and General Circulation) of the Central City Library and, for a variety of reasons, even more desirable."

"With the shift toward remote access, geographical location will become less important.

"The importance of certain traditional functions, such as storing knowledge, providing study space and serving socio-cultural interests, are expected to trend downward.

"New functions, such as the provision of computer terminals for analysts, access to remotely-stored information, and the equipment and services essential to these, are all expected to increase in importance.

"Space use is expected to shift from storage and study areas to expanded services and related equipment, the latter being increasingly accessible from remote locations. This suggests that flexibility will be important, and that space requirements may vary as functions shift from storage to the provision of electronic communications."

The Charles Luckman Associates Feasibility Study Report for the development of a New Central Library for Los Angeles, dated January 1976, also had several interesting things to say regarding the future directions of library service. We quote from the summary recommendations and conclusions:

"The facility should be programmed, not just as a new library building, but as the key element of a 'system' which connects all branch libraries to the new Central Library Information Center, by means of two way electronic communication linkage."

The study report devotes considerable attention to detailing the necessity for and design of such a network, and anticipates that, due to the electronic revolution, collection size should stabilize in the early 1980s.

Again, we have found little evidence of any serious attention being paid to such findings, despite the more recent acceleration in the shift to electronic communications.

D. THE CHOICE

> THE BASIC CHOICE FACING LOS ANGELES REGARDING THE LIBRARY SYSTEM IS NOT WHETHER TO BUILD A NEW CENTRAL BUILDING OR NOT; IT IS THE KIND OF LIBRARY SYSTEM THE CITY WANTS:

Two choices are before us:

- An Traditional Formula library stressing collection, providing limited services at high cost, and running in a downhill spiral of declining usage and declining funding, or

- A transformed library stressing access and service, living in the world of today and preparing for the world of tomorrow.

Either could be located in new or renovated buildings. The basic difference is in level, cost, and quality of services provided. Our opinion is that as taxpayers become aware of the real options involved, they will demand the transformed direction.

E. THE TRANSFORMATION

It is useful to distill in one place the nature of the transformation we feel is essential for the Central Library if it is to provide useful services in the future, regardless of building construction or renovation scenario. We do this by means of a summary table, based on the above discussion.

ISSUE	THE TRADITIONAL FORMULA	CONTEMPORARY ACCESS-ORIENTATION
Concept of knowledge	Permanent, cumulative	Evolutionary, obsolescing
Primary societal need	Information	Access to information
Focus	Collection	Access
Principles	Unchanging	Always developing
Psychology	Conservative	Responsive, creative
Leadership	Operational	Developmental
Respond to	Established procedures	User needs
External involvement	Minor	Major
Invest in	Information packages	Access means
Constituency base	Shrinking	Expanding
Technology used for	Storage	Access
Collection principle	Keep everything	Keep what is useful
Collection size	Infinite growth	Limited size
Services	Unchanging	Market-responsive
Role of LAPL	Ultimate source for region	Important part of broad network
Main access point	Central Library	Anywhere
Work organization	Labor-intensive	Productivity-conscious
Population served	20%-30%	Potentially 100%
Use cost	Free to all	Free to some - responsive to user need & capability
Funding source	Government	Government and those who benefit
Funding availability	Declining	Expanding with economy
Sources of funding	Narrow	Diversified
Budget determinants	Political issues	Market need and value imparted

IV. THE LOS ANGELES SERVICE STRATEGY (LASS): GOALS AND IMPLEMENTATION

A. INTRODUCTION

The purposes of this chapter are, first, to identify what we believe constitutes an appropriate set of goals and strategies for the LAPL to provide a context for discussion of the building-related scenarios, and second, to identify steps required to make these strategies real.

The organization of this chapter is as follows: first, we discuss the question of mission of the LAPL system. Next, we suggest a set of goals: for the LAPL system as a whole, for the archival function of that system, and for serving the needs of the downtown Los Angeles community. Then we turn to questions of resource requirements for those strategies, the next steps, and the timetable for development.

In essence, this chapter contains our recommended "strategic" or "developmental" plan for the LAPL system. The mission and goals we suggest reflect our best professional judgment as to what is appropriate and needed. We offer planning guidelines as to what the Los Angeles Service Strategy (LASS) should consist of. For LASS to come into actual existence it will be necessary for key stakeholder groups -- including those formally responsible for the library system -- to adopt the mission and goals and timetables we suggest, further shaping and reformulating them in the process, so they in fact become Los Angeles' library service strategy.

B. MISSION OF THE LAPL LIBRARY SYSTEM

Prerequisite to development of goals, strategies, and programs for an organization is a need to be clear about its mission: what is the basic purpose of the organization? There does not appear to be a simple, informative, generally agreed-on mission statement for public libraries in America. In fact, most of the material we have seen -- for this library as for others -- is rather circular in that it defines the mission as "providing library services," a statement that is only useful if there is agreement about what library services should or do consist of in the first place.

The Los Angeles Public Library is chartered under Article XIV of the Charter of the City of Los Angeles, revised June 1978. Section 157 of that Article states:

"The Library Department shall have the power and duty:

"1. To manage and control the libraries, branch libraries and reading rooms of the City of Los Angeles.

"2. To establish, maintain and operate a central library, branch libraries and reading rooms within or without the city ..."

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We find no further reference to the mission of the library in the Charter.

Mission definitions which describe the identity of a library in terms of what the library does, instead of in terms of the purpose it is intended to fulfill, tend to lead back to the Traditional Formula. For the Los Angeles Library System -- and for public library systems in general -- it appears to be necessary to recreate a mission statement. Fortunately, there appears to be a solid basis for doing so.

Broader mission statements exist for libraries, but they can tend to be so all-encompassing as to be meaningless when it comes to guiding actions. Commonly, we have seen library mission statements that read more or less as follows: "The mission of the library is to further the social, cultural, informational, recreational and educational needs of the community." While this kind of definition provides what the previous one lacks in breadth, and moves definitely in the direction of defining purpose, it lacks in the opposite direction: it is too broad to shed light on what the library should be doing compared, for example, to the school system or the parks department.

There has been much discussion recently in library circles as to exactly what the mission should be. Furthering the democratic process through providing information appears to be an important theme, both currently and historically. For example, according to a recent editorial in Library Journal (by John Berry, Oct 1, 1981), "As far back as 1852 the trustees of the Boston Public Library told their city fathers that 'it is of paramount importance that the means of general information should be diffused that the largest number of persons should be induced to read and to understand questions going down to the very foundation of social order.'"

The true mission appears to be buried in the "collective unconscious" of the society -- both of librarians and of the public. We feel that there is in fact such a mission, and that this mission constitutes a driving force for the professional behavior of librarians and for the institutional behavior of library systems. The meaning of this mission expresses itself through the willingness of librarians to do such things as:

- Go to jail to defend the confidentiality of individuals' library borrowing records -- to protect the rights of individuals to hold their reading habits private.

- Protect intellectual freedom, through resisting efforts of pressure groups to limit or censor the books on the shelves of the library.

- Resist all attempts to charge fees for services, the concern being that fees would limit the access of some people to information.

These behaviors are, in fact, outward manifestations of the implied mission of the Public Library, which apparently includes protecting the continuity of political democracy in the United States, and to defend the Bill of Rights in the Constitution.

Our sense of appropriate mission is one that we feel is commensurate with the underlying value system which we believe is already implicit in the library profession, and which in fact is highly operative if not always fully articulated:

> The mission of the public library is the creation and maintenance of an environment (e.g., social context) in which individuals are empowered to live their lives fully, contribute to, take advantage of, and support fully a democratic society -- and to participate fully in the groups and institutions necessary to achieve these ends. The means the library uses to pursue this mission is to provide individuals and organizations a range of additional, purposefully selected, information access opportunities beyond those that would normally be available.

C. GOALS FOR THE LOS ANGELES LIBRARY STRATEGY

1. General, System-wide Goals

We have given some thought to what would constitute an appropriate set of long-term goals and objectives for the LAPL system. While many of these can be derived implicitly from the discussion in the previous chapter, we proceed here to list them explicitly. We see these goals as directly pursuant to the mission described above -- and reflecting how that mission might be best pursued in the environment of today and the future.

a. Move from Traditional Formula to Access-based services. Create a "Los Angeles Service Strategy (LASS)." This movement, or transformation, is characterized in the exhibit at the end of the previous chapter, and is the basis for all the goals listed here.

b. Expand population served by base-level services. Move to providing base-level information access services without cost (i.e., 100% subsidized) that will in time be used by 100% of the Los Angeles population -- up from the 20% or 30% now served.

- Provide, through the branches within three years, bibliographic searching, locating, ordering, borrowing and tracking access to all of the book and periodical holdings of the LAPL system.

- Extend this access so that the resources of the other already-networked Los Angeles and Los Angeles-area major libraries are similarly available through the branches, also within the three-year period.

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- Extend this access to include holdings of the some 3000 already-networked U.S. and international libraries, also through the branches and in the same time frame.

- Make the same information access services universally available directly to homes as the "interactive" cable TV, videotext and home computer revolution continues to spread and achieves more than 90% home penetration in the 1990s.

c. Continue to provide certain "free" services to targeted populations, in ways that are designed to meet clearly identifiable needs:

- Create or energize a systematic library service planning process that embodies policy inputs from key constituencies, that acknowledges the mission and social objectives of the library system, that is based on market and user research, that includes systematic evaluation of existing services, and that has an ongoing character.

- Based on specific service goals and strategies identified and updated through the planning process, identify priorities among and specific goals for various "traditional" library services -- e.g. adult reading, children's and young adults' reading, general reference, circulation policy, reading room usage, etc. Such goals should recognize that not all information can be made available without cost to everyone, and that it is necessary and appropriate to target subsidy monies to achieve identified social goals within the context of a specific mission. The goals should be re-examined yearly on the basis of community needs and available resources.

- Be accountable to city government for the targeted use of subsidy monies, using measurable criteria that relate to city priorities.

d. Provide access throughout City to new kinds of information services. The library branches should have access to the world of information available in commercial and public data bases, and to a wide range of new-media and software products such as videodisks, view-data services, etc. For this purpose, create "tiered" new subscription and for-fee services that respect publishers' copyright limitations, and that allocate some portion of costs back to users. Utilize subsidy funding to reduce or eliminate the cost of these new services to those who would otherwise not be able to use them, in accordance with identified access goals. Just as for basic "free" services, these must be based on an overall, cyclical planning process.

e. Achieve a high level of productivity and cost-effectiveness for all services.

- Rationalize and revitalize the branch structure and the services delivered through the branches.

- Plan new systems for restructuring work processes, to allow making full use of available information technologies and networked collateral library resources.

f. Participate in the emerging home-delivery cable TV and videotext information environment, with both basic bibliographic and data base search services, so that the library achieves almost universal penetration into homes as the turn of the century arrives.

Focusing further on the functions now concentrated in the Central Library, we see a need for more specific goals related to two clusters of functions which are now intermixed but which we believe could each benefit from separation, namely:

- Those functions associated with maintaining a large historical collection of materials -- which can be thought of as associated with a research archive, and

- Those functions associated with providing current and targeted services to the downtown community -- which can be thought of as downtown branch functions.

2. RESEARCH ARCHIVE GOALS

We see the archive function to be one of providing access to the world's knowledge. How this function is best executed is rapidly evolving, however, and planning must acknowledge both the reality of today and that of the immediate future. In planning for new building space for libraries, a 30-year horizon is short in terms of traditional practice. But in only 15 years, most publications will be available in electronic form. Today, access is best based on a combination of a physical archive of materials and networking to other library resources. As time goes on the physical archive will decline in absolute importance while at the same time electronic networking and electronic access will assume greater and greater importance. Therefore, in planning for physical construction:

a. Implement the "access ethic". Move, in the basic view of the research archive function, from the historical "acquisition ethic" to a more contemporay "access ethic," as described in the discussion in the previous chapter.

b. Provide "parity" of services on a citywide basis - i.e., equal electronic bibliographic access throughout the City:

- Citywide LAPL network to branches; Citywide circulation control and rapid access to actual materials -- to be implemented within three years.

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- Bibliographic and, ultimately, materials access to offices and homes (via view-data, cable TV, and home computer systems). This can start in some offices as soon as the branches are networked (within three years), and then gradually extend out to homes.

c. Serve and be served by other major library resources in Los Angeles and the Los Angeles vicinity:

- Build more systematic and explicit relationships with UCLA, USC, and CSU-LA, and develop systematic agreements with them for shared collection development, common bibliographic access, networked circulation control, inter-library loan and materials delivery. Work towards the development of an explicit "multi-type library cooperative network" in Los Angeles.

- Expand the basis of cooperation and take leadership in participation in existing local networks, particularly MCLS.

- Switch to the OCLC network, to greatly facilitate the above.

d. Bring the collection under systematic management and control:

- Thoroughly weed the collection -- in other words, reduce inventory.

- Pursue exchanges of materials with neighboring libraries to enable improved mutual rationalization of holdings.

- Plan for collection management at a stabilized collection size.

- Create a usable automated union catalog of all library system holdings, as the basis for the circulation control and bibliographic access systems already mentioned.

- Implement theft detection systems in the branches.

e. Move aggressively into on-line data base access activities.

- Implement R&D activity.

f. Provide new or rehabilitated space for housing the archival function, with provisions for direct-user access.

- Open stacks

- User work space

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Significant progress should be possible in the above within one year, with resulting electronic network systems being in place within a three year automation period.

3. DOWNTOWN BRANCH LIBRARY GOALS

There are particular functions and activities appropriate for a downtown branch library -- ones that in fact are different from and physically separable from the archival functions. We see a set of goals appropriate to the Downtown Branch as being:

a. Provide expanded, modern tiered services to businesses, professions, and government downtown through providing access to current collections of direct relevancy to the constituencies served, and through electronic data base and microform services.

- Recognize that the level and type of service required by downtown user entities vary widely with size, function, and their internal information resources.

- Recognize the diversity of information resource capability possessed internally by downtown entities, including large corporations with extensive in-house information resource capability and small firms or individuals with little or no internal information resources.

- Based on a planning process, decisions have to be made as to levels of service provided without user charges, levels provided on the basis of subscriptions, and levels for which entire costs are passed through to users. It is vital that all data base and information services of potential interest to Los Angeles businesses be made available through the library on one basis or another -- i.e., that services not be ignored and made available to nobody because they are presumably "too expensive."

b. House and promote those historical and cultural collections that are unique to Los Angeles, such as:

- Genealogy

- Photographs (Security Pacific Collection, etc.)

- California Room contents.

- Possible new collections documenting the current development of the City and its people.

c. House special high-use collections, such as music scores and patents.

d. Serve as a branch public library to meet the general reading, reference, and reading room needs of those who come downtown or live downtown:

- Current fiction, nonfiction, and reference collections comparable to those of a large branch library, managed according to the philosophy of a branch library.
- Limited meeting space and space for library programs.

e. House management functions for the library system as a whole:

- System administration offices could be elsewhere but, are best associated with the downtown activity center and City government offices, for both management and public relations purposes.
- Technical processing and library system central housekeeping functions are probably best located elsewhere, together with the archival functions.

f. Key aspects of the goals include:

- Emphasize current information access, and the evaluation and response to the current needs of users.
- Serve as a center for information and documents concerning Los Angeles, present and historical.
- Provide electronic and physical access to Research Archive collection.
- Establish automated systems and relationship with other important libraries of the area (public and private) for effective networking.
- Emphasize provision of effective high-quality services in a cost efficient, productivity-conscious manner.
- Be an information-age library, not a museum of what a library was.
- Provide functional and adequate supporting physical space.

Besides the creation of satisfactory facilities (through renovation and/or new construction, the job that must be done to create such a Downtown Branch includes:

- Separating out current collections from historical ones,

- Subscribing to a host of new data base and microform services,

- Obtaining adequate technolgy: terminals, printers, minicomputers, etc, in addition to the technology for the bibliographic access network already discussed.

- Creating new service packages and fee schedules.

We conclude that creating a Downtown Branch that meets these goals will require a significant professional and organizational effort that will require about three years for completion.

D. TIMING AND RESOURCE REQUIREMENTS

The above represents a set of goals which we consider appropriate for the Los Angeles Service Strategy. The timing of the strategy will depend, more than anything else, on the rate which it is possible to establish a City commitment to LASS, to create library leadership interest and commitment to LASS, and to create the necessary detailed plans. Assuming there is broad community support for LASS and the concepts described here, and the strong support of key groups including the Library Board, the City Council and the City Administration, we would see an overall timetable for implementation of the LASS strategy as described below.

1. Commitment and Planning Context

The first step is to establish Context for LASS, which we estimate will require three to four months as part of the current review and decision period:

- Communicate LASS concepts, mission, goals and timetable, for implementing, reviewing, and modifying them as appropriate, securing acceptance and support by City Council, LAPL leadership, Library Board, and other key stakeholder groups.

- Establish commitment to LASS, including its funding base.

- Establish leadership context, and provide necessary additional leadership, and technical skills.

- Create a new R & D and related planning function in LAPL. Initiate planning for LASS service, technology, and network.

- Establish and implement accountability and performance measures.

2. Phasing the Implementation

Once the planning process is started, we see a possibility for phasing the implementation of LASS as follows:

- PHASE I -- PLANNING AND INITIATION -- Months 1 - 4

  Conceptual planning of system design, new service strategies. Explorations and negotiations with neighboring library systems, key networks. Creation of detailed implementation plan with scheduled resource requirements. Detailed plans for creation of library catalog data base. Preparation of new library organization and personnel staffing plan, with provision its evolution in parallel with the implementation of LASS.

- PHASE II -- DETAILED DESIGN AND PLANNING -- Months 5 - 14

  Start of inventory, data conversion process. Detailed design of automation systems. Negotiations with providers of automation, software, and networking systems; negotiations in more detail with library networks, other Los Angeles libraries. Creation of formal planning, evaluation, and research organizations in the library system. Equipment and software acquisition; consummation of networking agreements; personnel training. Detailed planning of new business-oriented services.

  Towards the end of this period, the strategic library plan ought to be thoroughly reworked, and reworked yearly thereafter for at least the first five years of LASS.

- PHASE III -- IMPLEMENTATION INITIATION -- Months 15 - 19

  Start of operation of new bibliographic and networking systems on a test basis; data conversion process brought into high gear; concerted move into separating archival and current operating collections. Planning of advanced technology applications, such as cable TV interfaces; negotiation of required arrangements. Inventory and weeding processes moved into high gear. Start of implementation of branch rationalization process. Initiation of new business-oriented services for Downtown Branch.

- PHASE IV -- PILOT OPERATION -- Months 20 - 32

Involves pilot operation of most of the systems described in the goal statements -- limited number of branches at first, expanding to virtually all by the end of the period. Complete inventory, weeding, data base conversion. Start of experimental videotext and/or cable systems data access programs.

- PHASE V -- FULL OPERATION OF LASS -- Months 33 - 36

  By the end of year three, the LASS strategy should be in full operation. Of course, many subsystems will be implemented earlier and, even at the end of that time, much will remain to be done.

E. ESTIMATED RESOURCE REQUIREMENTS AND PRODUCTIVITY SAVINGS

We have made an overall estimation of the financial resource requirements for LASS, and of the productivity savings that appear possible. Although this estimation is necessarily preliminary and rough, we present it in simplified form here. We caution that the numbers are conservative, although rough. Actual savings could be much larger.

We estimate that implementation of LASS will require an investment of approximately the following:

- Technology (non-building) - $2 million over three years
- Materials inventory and data base creation - $2 million over three years
- Staff training - $1 million over four years
- New staff and consultancy expertise - $330,000 per year for three years

The total expenditure required for LASS is about $6.0 million in 1981 dollars. Dependent upon the specific service plans and system design prepared, it is reasonable to expect this cost to vary by plus or minus 20%.

Offsetting this, we see at the minimum productivity gains allowing reassignment of at least 100 staff in four years, representing (including overhead and fringes) an estimated annual operation cost of $2.5 million. Beyond year three, we see a continuing need for about $500,000 per year investment in technical staff and technology resources, which will lead to continuing improvements in productivity through the rest of the decade. An estimated cash flow schedule is shown in Table IV-1. It should be noted that successful achievement of this schedule and net savings is critically dependent on effective management of the LASS implementation process.

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TABLE IV-1
ESTIMATED LASS CASH FLOW SCHEDULE
(in million 1981$)

Year	Annual Cash Outlay	Annual Productivity Savings	Cummulative Cash Flow
1	$1.1	$0.3	-0.8
2	2.3	1.0	-2.1
3	2.4	1.5	-3.0
4	0.7	2.5	-1.2
5	0.5	3.0	+1.3
6	0.5	3.5	+4.3
7	0.5	4.0	+7.8
8	0.5	4.5	+11.8
9	0.5	5.0	+16.3
10	0.5	5.5	+21.3

This cash flow schedule would result in:

- Cumulative cash outlay would peak at about $3.0 million in year three.
- Breakeven on investment by year five.
- Net cash savings of about $4 million by year six.
- Net cash savings of about $21 million by year ten.

These numbers do not represent investments associated with a new building; they are numbers associated specifically with pursuing the LASS plan and are in addition to other capital investment, such as for desks, shelf space, etc. If the building is developed at the same time as LASS, implementation, we suggest this LASS - related systems cost be capitalized with the facility investment.

Two important points need to be made to amplify the productivity issue above.

First of all, based on experience in banking, insurance, and other formerly labor-intensive industries, the benefits could be much greater and come much faster. CITIBANK has automated its backoffice activities with cash payback from productivity gains realized in the same years the investments were made. Payback periods of two years are commonplace. It will take a more detailed level of planning to be more exact about what the figures can be achieved within LAPL.

Second -- and much more important -- is the fact that the main productivity gains will be in the nature and quality of the services provided. It is not a question of automating to do the same thing cheaper. It is a question of automating to do a new and far more effective job cheaper.

V. CONSIDERATIONS FOR FACILITY DEVELOPMENT

A. FACILITY IMPLICATIONS OF THE LOS ANGELES SERVICE STRATEGY

Implementation of LASS can, and should, start immediately -- there is no reason to postpone planning until there are new facilities, and the more LASS planning that is done before it is time to program the space for a new or renovated building, the more responsive that building is likely to be for future needs.

1. Downtown Branch Function

The Downtown Branch function must be sited within the central pedestrian zone of the administrative and financial area, preferably in the center. A peripheral site should be avoided. The existing site is ideally related to serve both the Bunker Hill and lower Figueroa Street office development, and has the advantage of proximity to the planned Wilshire Rapid Transit Starter Line. A new site meeting the requirements of downtown pedestrian accessibility would still have to be in the same zone of high land value and office development potential, with roughly equivalent cost impacts.

The collection required to serve the Downtown Branch function should be defined through careful review of patron usage patterns to select those high use rate/immediate need resources that will allow efficient service delivery. The business-oriented and other collection elements discussed in Chapter IV are estimated for planning purposes to total about 350,000 volumes, plus other media. The collection user stations and service areas, staff work space, administrative quarters and related support space are estimated to require an aggregate of approximately 150,000 net square feet for present and future needs.

The Downtown Branch collection, associated service systems, and the LAPL system administration would fit comfortably in the area available in the existing Central Library building, with appropriate adaptation and renovation. We do not find it possible to adequately house these functions in the existing building without such facility modernization. The present stack areas should be converted to user-accessible and staff workspaces, and some of the architecturally less important areas might require reprogramming. Our sense is that the major achitectural features of the building can be preserved without loss of functionality, including the main room structure, and that some features which have been damaged could be restored, providing that generous use can be made of open space office and work space design within the present room structures. It would not work to try to restore the building to its original design-programmed use patterns (for example, by re-installing dim light fixtures, original work tables and wooden drawer catalogs, trying to make the use of the building look like it once did, etc.). The degree of physical "reprogramming" of space required, while currently estimated by us to be not significant, is nonetheless something that will require detailed study.

Alternatively, the Downtown Branch could be housed in the lower floors of a high-rise office complex, either on the existing site or an equivalent site nearby. Placing the branch function in a renovated building east of Hill Street has been discussed, but appears to significantly decrease access and is not recommended.

2. Research Archive Function

The Research Archive can be located contiguous to the Downtown Branch, or at a distance from it of, perhaps, up to 20 minutes commute time. On the one hand, there are advantages to having them close together for the next several years at least. On the other hand, this advantage will fade as the state of electronic information technology advances -- and one can question the economics of putting a large inventory of little used materials in high-cost space.

Whether located together or separately, we would reject the concept of integrating the Research Archive and the Downtown Branch functions in one collection as at present. That, in our mind, would compromise the integrity of both functions and mainly reflect a reassertion of the Traditional Formula. That is, a modern business-oriented library does not offer users miles of shelves full of obsolete works to browse through in order to find materials of current relevance. Likewise, the archival function needs to see its basic charter as serving the entire City, not just the downtown community.

The Research Archive function can be housed in space substantially more utilitarian than the more intensively used Downtown Branch. If on the existing library site, it can be placed underground and thereby allow preservation of valued open space and historic building character. With appropriate information access measures (on-line bibliographic and circulation data, and efficient transportation arrangements), it can also be moved completely outside the rapidly congesting Central Business District to a point where access is optimized for the region as a whole. Functionally, a clean, accessible industrial area would be satisfactory and would avoid unnecessary costs associated with commercial areas and civic monuments.

The amount of space allocated in the archive will set the "steady-state collection size" of the LAPL, which will in turn dictate the radicalness and rapidity of the shift from the collection ethic to the access ethic. Allocating 150,000 net square feet to the archive would serve to stabilize the collection size at about its present level with allowance for weeding obviously obsolete and unnecessary duplicate materials (a reduction of 20% is used for planning purposes). Reducing it more dramatically would necessitate a radical pruning and stabliziation process that has to begin right away. The primary advantage of a major cut in the size of the historical collection is the reduced facility requirement and resulting capital investment savings ($10-12 per volume minimum). From the very long-term functional viewpoint, it does not make much difference -- since physical archives will not be the main access means to information and the rate of use of most historical informaton now in the archive will continue to decline.

What is at stake in setting the archive size, then, is mainly the speed required of the library system, its staff, and its users in moving from the expectations of the collection ethic to those of the access ethic. In our opinion it is best not to limit the size of the collection too radically at this time. Yet, it is important to set a maximum "steady state collection size" as a policy, for otherwise a new or renovated building of any size could itself become overcrowded again in a few years.

B. TRAFFIC AND PARKING CONSIDERATIONS

It is important to recognize the implications for library service of the growing problem of Central Business District traffic congestion, parking cost, and parking space shortages. A Downtown Branch oriented to downtown users would rely heavily on pedestrian access for patrons. The Research Archive function is oriented to regional use and is ideally located outside the CBD where these access and parking needs can be met conveniently.

Although it is possible to build underground parking onsite downtown, it cannot be effectively limited to library patrons. The expected long term deficiency of local parking spaces serving commercials needs would result in office employees and visitors occupying most of the spaces and leaving little room for library patrons. An effort to provide parking at the Central Library to facilitate library access from outside the downtown area would probably be of only limited success.

Given the constraints on City government employee salaries, and the difficulty of using mass transit to get to jobs in the Downtown Branch, one means of income supplement to library staff would be provision of subsidized employee parking. The cost of that parking and the alternatives available (e.g., sharing Arco's shuttle bus system) should be carefully evaluated.

However, if parking can be provided conveniently onsite, without substantially constraining library functions and urban open space amenities, it is reasonable to do so solely as a source of revenue from general public parking fees, given the high rate of return that can be expected through the foreseeable future.

C. CAPITAL FINANCING OPTIONS

The potential sources of financing for Central Library development that have been suggested during the course of our review include the following:

- Redevelopment district tax increment revenues
- Lease or sale of the existing Central Library site for commercial development
- Sale of transferable development rights (TDRs) from the existing site for commercial use elsewhere.

- Private funding
- Combinations of the above

The one source that appears to have no capability to meet library capital needs is the City general revenue base. The City budgetary constraints are quite evident.

1. Redevelopment District Tax Increment Revenues

These revenues have significant potential in the long term, but are constrained in the near term for library use. The funds result from an allocation of part of the property tax revenues from the increase in accessed value of property within a redevelopment district. They allow the Community Redevelopment Agency (CRA) to issue revenue bonds to pay for land acquisition, improvements, and related programs to stimulate and assist redevelopment in the district. Two districts are of concern: The Bunker Hill Redevelopment Project, and the Central Business District Redevelopment Project.

The existing Central Library site is within the CBD redevelopment area. The redevelopment plan for this project was adopted in 1975. A number of major private investments are in progress, but revenue generated at this time is still relatively small. Funds from a past bond issue have been largely expended, and the CRA has been unable to market new bond issues in recent months because of interest rate constraints and the financial environment.

The Bunker Hill Redevelopment Project, initiated in 1966, is comparatively far along. Several large high-rise projects have been completed and a number of others are under construction. Substantial revenues are now being received. The existing Central Library site is immediately outside the boundary of this redevelopment area.

All existing funds and those anticipated in the near term are committed to priority projects related to the redevelopment effort. Approximately 40% of all 1981-82 CBD revenues, for example, are necessarily allocated to provision of housing for persons of low and moderate income, as required by the Redevelopment Plan. It must also be recognized that present funds are substantially less than anticipated as a result of Proposition 13 and related measures.

CRA has indicated it regards preservation of the open space and urban amenities of the library site to be important to the success of both Bunker Hill and the CBD. A willingness has been expressed to reassess priorities with the intent of allocating some funds in support of a library proposal meeting CRA objectives. The extent of these funds and the financing process are under discussion.

2. Lease or Sale of Existing Site

The funding resource that has received greatest attention is embodied in the real estate value of the existing library site. In the central area, it is the last large site (5.11 acres) without a major

building that is uncommitted for a new high-rise complex. Its size and excellent location have received wide note in the real estate community. The City is currently reviewing a plan to receive proposals for private development of the site on a 50-year lease basis in return for provision of a new larger Central Library facility and related assistance.

The specific market value of this parcel is subject to debate. Existing zoning limits building area to six times the land area (a floor area ratio or FAR of 6:1). Typical prices for smaller parcel transactions in the last year have ranged from $100-150 per square foot, with two very small key holdouts in parcel aggregation efforts reaching prices of $235 and $240. The 1978 sale of the Manulife site at 515 S. Figueroa for approximately $150 per square foot is an indicator of the potentially higher market value for a large central site, however. A current rule of thumb in pricing large parcels of land for high-rise development in this area, reported by a number of persons knowledgeable of current development, is a value of $22-25 per square foot of building. Under existing 6:1 FAR zoning, this would limit the value of the library site to approximately $132-150 per square foot of land. A price of $200 per square foot of land would result in $33.33 per square foot of building, not unthinkable but decidedly high by current standards.

Many would like to see the zoning changed on this parcel to allow a FAR of 13:1, the density that had been allowed in the CBD until the early 1960s. This would maximize the development potential and the revenue for the library, but with substantially increased traffic impacts and legal implications for maintaining a 6:1 density elsewhere in the CBD. Legal challenges have been threatened that may tie up the proposal for months or years, if a higher density is pursued. A value of $25 per square foot of building at an FAR of 13:1 would result in a land value of $325 per square foot. Construction costs would tend to increase at such density, however, putting greater pressure on land cost.

A reasonable range of land value, therefore, appears to be $150-200 per square foot at an FAR of 6:1 and $300-350 per square foot if the zoning was changed to 13:1, assuming the parcel was sold. Market response to a 50-year lease (the maximum length of lease permitted the City by State law) is uncertain, but is expected to result in some degree of discount of the value.

3. Transferable Development Rights

The formal mechanism for transfer of development rights from one parcel to another (within 1500 feet of each other) is based on approval by the City or granting of a density variation by CRA permitting an applicant to build at higher than zoned density on one parcel in return for a legal commitment preventing an equivalent amount of otherwise allowable development of the second parcel. The agreement between owners of the two properties is usually referred to as a "sale" of the transferred development rights.

TDRs typically have a value roughly half to two-thirds that of the land value divided by FAR. The density transfer recently authorized by CRA from the Pershing Square site resulted in City income at about $13

per square foot. Current offers for TDRs of the California Club are reported at $15 per square foot. Several persons interviewed forecast a $20 value in the near future, with increased development and inflation of land cost. Although a market exists, activity depends on a relatively small number of developers and projects, and demand can fluctuate substantially over time. The ability to sell TDRs normally depends on the fortunate availability of a buyer at the point in time. However, an alternative approach worthy of consideration was recently initiated by a New York consortium of financial institutions that established a fund to acquire and "bank" TDRs for future resale, both to provide a more stable supply and price and to realize profit from escalating land value.

Interest in TDRs from the Central Library site was expressed to us by a potential buyer. It is also possible that a group of private interests who wished to assist the library might acquire these TDRs as short-term investment.

4. Private Funding

The City has had substantial assistance in recent years in financing the development and operation of public cultural facilities, including the Music Center and the contemporary art museum. The financial capability of local citizens and industry is well known and has been well demonstrated for worthy projects for which the need has been shown. We anticipate that private interests concerned with the library will expect all public resources available to be used to the fullest extent consonant with public goals for improved library service and maintenance of a desirable urban environment. However, the assistance of the Central City Association and the Citizens' Task Force in investigating library development options available to the City and in implementation of the project has evidenced their concern with this project.

It is also possible to consider private assistance through purchase of the existing building and site by a private consortium, its renovation and improvement of the facility for library use, and lease of the facility back to the City for library occupancy. This mechanism allows certain tax benefits, including those pertaining to investment in the rehabilitation of a historic structure, that may reduce the capital cost somewhat for the library. It would also eliminate the dependence by CRA on a bond issue to secure immediate funds. Further, a private entity has often been able to design and construct a facility with greater flexibility and cost efficiency than possible under conservative governmental procedures. The Research Archive, if located separate from the Downtown Branch, could also be financed and built through a lease arrangement.

D. URBAN ENVIRONMENT AND HISTORICAL CONSIDERATIONS

The existing Central Library building and grounds are regarded by members of the Citizens' Task Force as important elements and amenities of the downtown environment. With the rapid development of high rise buildings in the area and marked increase in employment, serious urban congestion is being experienced in the CBD. Light, view corridors, and

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ground level open space are being rapidly consumed with the construction of new buildings. Vehicular traffic flow has increased and then stalled as intersections are overloaded at peak periods.

In addition, the existing building and grounds have unique characteristics of value to many. It is an important visual feature and urban amenity. More important, the facility is considered by many architects and architectural historians nationwide to be one of Los Angeles finest buildings and one of its few remaining historical landmarks. The fact that it is a public building should make it all the more accessible for preservation. In the midst of ever growing highrise construction, retention of the unique features of Los Angeles' past provides a dimension to her new future, and adds richness and context to the urban landscape.

This facility is listed in the National Register, and a designated City landmark. The September 1978 report of the Southern California Chapter of the American Institute of Architects, Guidelines for Preservation, Restoration and Alternatives to the Central Library of Los Angeles provided an evaluation of perceived attributes of the existing facility.

Loss of the western fountains and terraces, demolished for library parking in 1969, was regarded by neighboring activities and elements of the public at large as of serious consequence. The urban amenities provided by such landscaping cannot be adequately replaced by green space on top of future parking structures two or three stories above the sidewalk.

Development in the downtown is creating a new, vital activity center of great economic importance to the City. It is necessary that this be done in a judicious, planned manner that preserves the human qualities of the downtown, or much of the vast potential of this development will be lost.

VI. FACILITY DEVELOPMENT SCENARIOS - EVALUATION AND RECOMMENDATION

A. INTRODUCTION: FOUR SCENARIOS

Based on the considerations discussed in Chapter V, four major scenarios with a total of 11 variations have been identified that meet the functional recommendations presented in Chapter V. These scenarios are presented and their characteristics reviewed in Table VI-1 at the end of this chapter.

The first scenario involves demolition of the existing historic Central Library building and the construction of a high-rise office complex to exploit the full real estate value of the site for the library's benefit. The library would occupy two or more lower floors of the complex (or an equivalent building nearby).

The second scenario preserves the existing building physically, but places one or two major towers adjacent to it in the present open space areas. The existing building would continue to be occupied by library functions. Full real estate value of the property would be realized.

The third scenario preserves both the existing building and setting with its urban amenities and historic features. No commercial development would result on site, although sales of TDRs to gain approximately half of the site's real estate value would result in additional development nearby.

Three basic variations are repeated for each of these scenarios. In the first variation, both the Downtown Branch and Research Archive are on site and the collection size is reduced by 20% to about 1.68 million volumes. In the second, the Research Archive is relocated to an inexpensive facility outside the CBD. The third variation reduces the collection size and space requirements substantially and retains both Downtown Branch and Research Archive functions on site.

The fourth scenario reflects preservation of the existing building with occupancy by public use other than the library. The library functions would be located in new commercial space, on or off site. In one variation, similar to Scenario III, no commercial development would occur on site, although sales of TDRs would allow an equivalent amount of commercial construction nearby. In the second variation a tower would be built on site as in Scenario II.

The scenarios are compared on individual criteria below.

B. COMPARATIVE ASSESSMENT BY CRITERIA

1. Traffic

The additional traffic impact of the alternatives is directly proportional to the amount of new commercial development that is provided by the plan, either on site through sale or lease of the property or

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within 1500 feet off site through sale of TDRs. All the scenarios are assumed to sell or lease all development rights not absorbed by an on site library facility. An increase of floor area ratio (FAR) from 6:1 to 13:1 increases traffic generation by about 135-195%, dependent upon the specific characterics of the scenario. Level of service data was reported by the Department of Transportation to be not available for the concerned intersections in the CBD, but the Fifth and Sixth Street intersections at the Central Library site were identified by the Department as among the most severely impacted at present, due in part to flows to and from the freeway. The effect of the new Wells Fargo Bank and Manulife projects on Fifth Street, plus up to 50% growth in total office space in the CBD over the rest of this decade, will result in a substantial increase in delay at key intersections each day.

2. Urban Open Space and Historical Issues

The scenarios that best preserve open space, visual and historical landmark attributes of the existing site are clearly Scenarios III and IV-B, which involve no above-ground construction on site. Scenarios II and IV-A, which use the remaining site FAR for one or two commercial office towers, substantially impact both open space and historic values. At an FAR of 6:1, it is possible to place a single tower of perhaps 50 stories on one side of the existing building, eliminating one of the two open space areas. An FAR of 13:1 would be difficult to build out without placing towers on both sides of the existing building, equivalent to the Arco and Bank of America towers. The existing Childrens Wing would have to be demolished. The visual impact of even one such tower in direct proximity to the existing building would be highly destructive of this historic landmark and urban amenity. Scenario I involves complete demolition of the existing building, but could provide open space similar to that of Arco Plaza, or isolated above grade on a parking structure as at the Bonaventure.

3. Capital Cost

The most expensive scenario alternatives are those that combine both Downtown Branch and Research Archive functions on site, with the least reduction in collection size, and place them in costly new commercial tower complexes. This is maximized in Scenarios I A and IV A. Depending on project cost for the shell space, the capitalized cost of the facility and service system is $82.8-92.8 million in 1981 dollars. Relocation of the Research Archive to inexpensive space outside the CBD lowers this cost to $64.0-69.0 million. Parking is available in the Tower Complex, but at a user fee paid to the building owner.

Renovation of the existing building for the Downtown Branch and construction of an underground facility below a restored west plaza (Scenario III A) costs approximately $67.5 million. Relocation of the Research Archives in this scenario reduces the capital cost by $5.4 million, to a total of $62.1 million. A reduction of collection size to 25% of present size, however, cuts capital cost to $42.6 million (including additional systems costs) but as discussed above would be difficult to implement. Underground parking for 300-400 cars is included in the cost.

Scenario II involving both the existing building and an office tower has costs similar to Scenario III except when additional library space is provided in the tower.

The capitalized cost of the library planning and development of LASS automated service systems is included in the cost estimates, at $3-4 million.

It should be noted that these costs are stated in 1981 dollars. City action on one of these scenarios, followed by the mandatory planning of library services and systems and subsequent facility design, is estimated to require approximately two years as discussed below. The rate of inflation of construction and related costs varies significantly over time, but in recent periods has been at 1% to 1.25% per month. Renovation and/or construction will require an additional year. Assuming a 1.25% escalation factor to the midpoint of construction, 30 months, the capital cost of these scenarios could increase 45%. This would increase the cost of Scenario I A to $119.8-134.3 million, and of Scenario III A to $93.5 million, in 1984 dollars.

4. Captured Real Estate Value of Site

Realization of the maximum amount of commercial real estate value of the existing site requires sale of the site rather than sale of TDRs, and construction of a new tower complex to build out the full FAR capacity. With a site area of about 5.11 acres, an FAR of 6:1 allows 1.3 million square feet of onsite development; an FAR of 1:13 allows 2.9 million square feet of development. We estimate the maximum value that can be captured to be $33.4-44.5 million at an FAR of 6:1, and $66.7-77.9 million at an FAR of 13:1.

Note that lease of the site for 50 years rather than outright sale will probably result in some discount in value.

Relocation of the Research Archive off-site increases the amount of development rights for commercial use, either by on-site construction or TDRs. Scenario III, relying solely on TDRs for real estate revenue, would generate $13.8-16.7 million (dependent on location of the Research Archive) at the most probable price of $15 per square foot of TDR.

5. Capital Surplus or Deficit

In almost all scenarios under existing 6:1 FAR zoning, the real estate value of the site upon sale for commercial development is in substantial deficit of the capital costs of library development. The one exception requires reduction of the collection to a point where the existing building can comfortably house all Central Library functions, a scenario extremely difficult to implement.

In Scenario I, the deficit is $38.3-59.4 million in 1981 dollars with the Research Archives on site, reduced to $19.5-35.6 million when relocated. This deficit is reduced in Scenario II with the Downtown Branch located in the existing building at less cost than in new commercial shell space.

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Although costs are substantially reduced in Scenario III by use of the existing building and by new construction less expensive than tower shell costs, reliance on sale of TDRs substantially reduces capital income and results in a deficit of $49.0-53.7 million in 1981 dollars with the Research Archive on site, $39.9-45.4 million with it relocated.

Only by increasing the FAR to 13:1 does the real estate value appear to support roughly full cost of library development. The impact on the downtown of this added density, while significant, is overshadowed by the legal precedent set and the probable law suits that would be filed in an effort to remove the existing 6:1 density limits on other parcels of the CBD. In addition, it is apparent that a number of groups concerned with loss of the historic building and environmental impacts would exercise every opportunity to challenge the legal standing of this action, potentially delaying the project for several years as has happened in the past.

Other sources of capital financing include Bunker Hill and Central Business District Redevelopment District tax increment revenues, and private assistance. These measures are under discussion at present.

C. CONCLUSIONS AND RECOMMENDATION

1. Scenario I - Demolition For Commercial Development:

Although this scenario maximizes capital revenues from the sale or lease of the existing Central Library site, also has the greatest adverse impact on the downtown environment and results in destruction of the historic landmark building. To come close to fully supporting the library development cost, a 13:1 FAR density would be required resulting in a complex equivalent to the Arco Plaza towers. In this instance, the functional needs of the library may be met but at great cost to the downtown environment.

2. Scenario II - Preserve Existing Building But Add Commercial Tower(s):

This scenario's costs would again require a density considerably above the 6:1 FAR to generate sufficient revenue to support the project. The scenario preserves the existing building and perhaps some open space, but the presence of one or two towers destroys much of the urban and visual value of the historic building. This is a compromise in which the library functions are met but still at serious sacrifice of urban values.

3. Scenario III - Preserve Existing Building Without On Site Commercial Development:

This also meets library functional needs, but preserves the full range of open space, urban amenity, and historic landmark values. It is much more heavily reliant on redevelopment district tax increment funds and private assistance than are the other two scenarios, but this is not inappropriate as these are the interests representing the values preserved. A financial plan is being considered at this time by CRA and the Citizens' Task Force in support of this scenario, for separate presentation.

4. Scenario IV - Preserve Existing Building For Public, Non-Library Use:

Housing the library in a new commercial complex rather than the existing building results in higher costs than Scenario III, which also preserves the existing building.

5. Recommendation - Scenario III:

> THE RECOMMENDATION OF THIS REPORT IS THE IMPLEMENTATION OF SCENARIO III B, INVOLVING ADAPTIVE RENOVATION OF THE EXISTING BUILDING FOR USE AS A DOWNTOWN BRANCH, RELOCATION OF THE RESEARCH ARCHIVE TO A SEPARATE SITE, AND NO COMMERCIAL CONSTRUCTION ON SITE.

In our view, Scenario III A, with the Research Archive on site with the Downtown Branch, is almost as satisfactory. However, Scenario III B provides greater flexibility for the archive facility, improved regional access, and is approximately $5.4 million less expensive. Retaining the Research Archive on site with the Downtown Branch (Scenario III A) would improve staff utilization but would also tend to foster the perception of a single unified collection. Downtown library users would benefit from the physical proximity of the historical collection, but at the cost of some constraint in access by the many users located outside the downtown.

D. A DISCUSSION OF THE RECOMMENDED SCENARIO

1. The Downtown Branch

The functions associated with the Downtown Branch concept occupying the existing historic building are described in Chapter IV, but include:

- Specialized services to downtown businesses, professionals and government.
- Special historical and cultural collections unique to Los Angeles.
- Special high-use collections
- General reading and reference library for downtown employees and downtown residents
- LAPL system administration

It is expected that usage will be dominated by downtown businesses and downtown employees, visiting the library as pedestrians or using the shuttle buses. Use by local residents during work day hours is also expected to be primarily as pedestrians. Approximately 250 employees are estimated to be required after stabilization of LASS services. Underground parking for 300 vehicles has been included in the budget estimate for the Downtown Branch. However, we consider it reasonable to utilize a cooperative shuttle with ARCO to parking in areas peripheral to

the CBD or similar arrangements to further reduce the expense of construction, with appropriate approvals by the City.

Adaptive renovation of the existing building for Downtown Branch functions has the advantage of retaining the public identification and association of the public library with this distinctive landmark. Its location is at present excellent for pedestrian service to the downtown administrative and financial community, and expected growth patterns of the downtown will retain the building's central position. Establishment of the planned Wilshire Corridor Rapid Transit Starter line will provide improved access to this zone as well.

The task of adaptation of the existing historic structure should be approached with care, however. The building, designed to a 1926 concept of library function that is quite different from that of today, presents significant problems to be solved. The adaption will call for great skill on the part of the design architect, working closely with the library programmer, to provide functional space that also preserves the basic character of the historical building. The design architect must be selected on the basis of demonstrated capability, and time must be allowed for exploration of design options.

The primary change in use concerns the existing closed stack area. It is important that all or most of this area be opened for public access to meet user needs and also to minimize labor costs for the library. It is anticipated that the existing seven tiers of steel stacks will be removed and the present public floors extended through the void. Free circulation flow from the associated reading rooms is desirable, as is the minimization of hidden corners presenting security problems. We have estimated that about 10,000-12,500 net square feet of space will be lost in the conversion of the closed stacks. Principal new uses anticipated for this area are open stacks and specialized work areas.

Discussions with the City Principal Architect and with the structural engineer involved in the 1978 American Institute of Architects study of the building indicate that the heavy reinforced concrete structure of the building is adequate for life safety objectives. Further structural reinforcement can be added if deemed necessary by engineering evaluation, but no special cost allowance has been included.

An allowance of $100 per square foot of interior space has been estimated for the renovation work, plus a contingency factor of 25%. This is in excess of the cost of moderate quality new library construction, and may prove to be conservative. However, renovations of existing structures typically encounter unexpected conditions that may have significant cost impact, particularly under a public contract. Limited exterior rehabilitation work is included.

Similarly, moveable equipment costs allow for substantial refinishing of existing furnishings that are retained, replacement of damaged equipment, and acquisition of new open stacks.

Equipment associated wth the LASS on-line automated systems, related software, special materials, and conversion/training costs are included as a capital budget item.

Reconstruction of west garden landscaping, either in the original form or a new design has been provided for by a budget item of $1.0 million, on the basis of an estimate made for an earlier library study. Actual costs can vary by a factor of 4, dependent upon the specific design and construction involved.

2. The Research Archive

The Research Archive functions are also described in Chapter IV, but include:

- Public research and archival use of the historical collection.
- Reference services as part of system network.
- Technical services functions, declining in volume with automation.
- Online communications center for system.
- Materials transfer transportation center.

It is anticipated that public use of the research archive collection will be limited in volume, but diverse in nature. Users will come from throughout the region. Provision of satisfactory bibliographic and circulation systems and an efficient materials transfer system that can move a book from the Research Archive to a branch within an hour or two will greatly facilitate service and reduce the need for patrons to actually visit the collection. We estimate that total occupancy of the facility by employees and patrons will vary from 75 to 100 persons, and that onsite parking will be required.

We recommend that the facility be as simple and flexible as possible, adaptive to changes in materials housed and use patterns. The flexibility provided by a separate low cost building is a very positive consideration, in comparison to construction on the existing site.

The functions are estimated to require approximately 150,000 net square feet. If built off site in a good quality industrial tilt-up building, a construction cost factor of $65 per gross square foot plus 10% contingency should be conservative. Land cost is expected to be the largest variable. A relatively obscure but accessible site would be satisfactory, as there is no need to "market" the use of this collection through visual exposure to the public.

If the function is housed on the existing site, it can be placed in an underground facility beneath the garden/open space on either the east or west side of the existing building. A cost allowance of $100 per gross square foot plus 10% contingency has been used, based on relatively large utilitarian spaces and modest finishes, balanced against the increased cost of underground construction and egress.

E. FACILITY DEVELOPMENT

Issues and time considerations involved in implementation of the Los Angeles Service Strategy are discussed in Chapter IV above, relatively independent of facility considerations. The time required for facility development is highly dependent on the facilities involved and the approach.

The remote Research Archive building, once requirements are defined, could be designed and constructed within a 12 month period. As envisioned, an existing industrial facility could also be leased and occupied with minor modification in much less time.

Before facility planning can proceed, the functional program planning and LASS systems design must advance to a stage that allows definition of specific facility requirements -- a facility program. We estimate that this facility program can be started approximately 7-9 months into the LASS implementation effort, if decisions are occurring promptly. A facility program can be completed within 3 months if no functional system program uncertainities exist, but in this instance it will probably proceed in parallel with functional planning for a period of 6-9 months.

Preparation for renovation of the existing Central Library building is expected to require approximately one year in design/programming interaction. Actual renovation work, if the building is emptied and construction proceeded unhindered, would require 9-12 months dependent upon the specific work entailed. If the work is attempted on a piecemeal basis with the building occupied, it will take twice as long.

A critical concern is coordination of any transfer and temporary housing of the collection with the conversion of the bibliographic system and initial testing and pilot operation. This stage of system development requires a stable operational environment or serious problems can result. The time frames for system planning and development is in general compatible with that required for facility development, but the need to carefully coordinate individual steps must be noted.

TABLE VI-1

SCENARIO I. DEMOLITION OF GOODHUE BUILDING AND REPLACEMENT BY OFFICE TOWER COMPLEX WITH LIBRARY AS ONE OF OCCUPANTS

VARIANT	A. Downtown Branch and Research Archive Both in New Complex.	B. Downtown Branch in New Complex Research Archive Remote.	C. Downtown Branch and Research Archive in New Complex.
Location Collection Size Building Area Parking	Collection @ 80% = 1.68 million vol. DTB = 150,000 NSF; 200,000 GSF RA = 150,000 NSF; 200,000 GSF Parking = Available @ fee	Collection @ 80% = 1.68 million vol. DTB = 150,000 NSF; 200,000 GSF RA = 150,000 NSF; 166,700 GSF Parking = DTB = available @ fee RA = 100 library spaces	Collection @ 50% = 1.0 million vol. DTB = 150,000 NSF; 200,000 GSF RA = 100,000 NSF; 133,300 GSF Parking = Available @ fee
ENVIRONMENTAL IMPACTS			
New Commercial Space excluding library use	935,000 GSF @ FAR 6, on site 2,492,000 GSF @ FAR 13, on site	1,135,000 GSF @ FAR 6, on site 2,692,000 GSF @ FAR 13, on site	1,002,000 GSF @ FAR 6, on site 2,559,000 GSF @ FAR 13, on site
Traffic	Impact of new office complex at existing site.	Impact of new office complex at existing site.	Impact of new office complex at existing site.
Urban Open Space	Can maintain some open space at grade or on parking structure, but volume above punctured by highrise tower(s). Loss of urban amenity of building.	Can maintain some open space at grade or on parking structure but volume above punctured by highrise tower(s). Loss of urban amenity of building.	Can maintain some open space at grade or on parking structure, but volume above punctured by highrise tower(s). Loss of urban amenity of building.
Historical	Loss of historic landmark structure	Loss of historic landmark structure	Loss of historic landmark structure
CAPITAL COST in 1981 $ millions	@ $150/GSF Shell Cost = $82.8 @ $175/GSF Shell Cost = $92.8	@ $150/GSF DTB Shell Cost = $64.0 @ $175/GSF DTB Shell Cost = $69.0	@ $150/GSF Shell Cost = $70.4 @ $175/GSF Shell Cost = $78.4
REAL ESTATE VALUE CAPTURED (EXIST SITE)	Sale of part of all of parcel $150-200/SF (@ FAR 6) = $33.4-44.5 $300-$350/SF (@ FAR 13) = $66.7-77.9	Sale of part or all of parcel $150-200/SF (@ FAR 6) = $33.4-44.5 $300-$350/SF (@ FAR 13) = $66.7-77.9	Sale of part or all of parcel $150-200/SF (@ FAR 6) = $33.4-44.5 $300-$350/SF (@ FAR 13) = $66.7-77.9
CAPITAL SURPLUS OR (DEFICIT) in 1981 $ millions	@ FAR 6 = ($38.3) - ($59.4) @ FAR 13 = ($4.9) - ($26.1)	@ FAR 6 = ($19.5) - ($35.6) @ FAR 13 = $2.7 - ($2.3)	@ FAR 6 = ($25.9) - ($45.0) @ FAR 13 = $7.5 - ($11.7)

TABLE VI-1, (continued)

SCENARIO II. RENOVATION OF EXISTING GOODHUE BUILDING FOR LIBRARY USE, AND CONSTRUCTION OF COMMERCIAL OFFICE TOWERS ON SITE

VARIANT	A.	B.	C.
Location	Downtown Branch in Exist Building. Research Archive in New Tower.	Downtown Branch in Exist. Building. Research Archive Remote.	Downtown Branch and Research Archive in Existing Building.
Collection Size	Collection @ 80% = 1.68 million vol.	Collection @ 80% = 1.68 million vol.	Collection @ 25% = 500,000 vol.
Building Area	DTB = 150,000 NSF; 224,000 GSF. RA = 150,000 NSF; 200,000 GSF.	DTB = 150,000 NSF; 224,000 GSF RA = 150,000 NSF; 166,700 GSF	DTB + RA = 150,000 NSF; 224,000 GSF
Parking	Parking = 200 library spaces plus additional at fee	Parking = DTB = 300 library spaces RA = 100 library spaces	Parking = 300 library spaces
ENVIRONMENTAL IMPACTS			
New Commercial Space excluding library use	911,000 GSF @ FAR 6, on site 2,680,000 GSF @ FAR 13, on site	1,111,000 GSF @ FAR 6, on site 2,668,000 GSF @ FAR 13, on site	1,111,000 GSF @ FAR 6, on site 2,668,000 GSF @ FAR 13, on site
Traffic	Impact of new office complex at exist site	Impact of new office complex at exist site	Impact of new office complex at exist site
Urban Open Space	Loss of one or both urban open space areas. Destruction of visual character of existing building.	Loss of one or both urban open space areas. Destruction of visual character of existing building.	Loss of one or both urban open space areas. Destruction of visual character of existing building.
Historical	Preservation of landmark building but destruction of its context.	Preservation of landmark building but destruction of its context.	Preservation of landmark building but destruction of its context.
CAPITAL COST	@ $150/GSF Shell Cost for Tower Space = $71.1 @ $175/GSF Shell Cost for Tower Space = $76.1	$62.1	$42.6
REAL ESTATE VALUE CAPTURED (EXIST SITE) in 1981 $ millions	Sale of part of parcel for Tower(s) @ FAR 6* = $27.7 - 36.9 @ FAR 13* = $61.4 - 71.7	Sale of part of parcel for Tower(s) @ FAR 6* = $27.7 - 36.9 @ FAR 13* = $61.4 - 71.7	Sale of part of parcel for Tower(s) @ FAR 6* = $27.7 - 36.9 @ FAR 13* = $61.4 - 71.7
CAPITAL SURPLUS OR (DEFICIT) in 1981 $ millions	@ FAR 6 = ($34.2) - ($48.4) @ FAR 13 = $0.6 - ($14.7)	@ FAR 6 = ($25.2) - ($34.4) @ FAR 13 = $09.6 - ($0.7)	@ FAR 6 = ($5.7) - ($14.9) @ FAR 13 = $29.1 - $18.8

* 83% of Scenario IA value
* 92% of Scenario IA value

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TABLE VI-1, (continued)

SCENARIO III. RENOVATION OF EXISTING GOODHUE BUILDING FOR LIBRARY USE, AND NO COMMERCIAL USE ON SITE

VARIANT	A. Downtown Branch and Research Archive in Expanded Building.	B. Downtown Branch in Exist Building. Research Archive Remote.	C. Downtown Branch and Research. Archive in Existing Building.
Location			
Collection Size	Collection @ 80% = 1.68 million vol.	Collection @ 80% = 1.68 million vol.	Collection @ 25% = 500,000 vol.
Building Area	DTB = 150,000 NSF; 224,000 GSF RA = 150,000 NSF; 187,500 GSF (in underground addition)	DTB = 150,000 NSF; 224,000 GSF RA = 150,000 NSF; 166,700 GSF	DTB + RA = 150,000 NSF, 224,000 GSF
Parking	Parking = 400 library spaces	Parking = DTB = 300 library spaces RA = 100 library spaces	Parking = 300 library spaces
ENVIRONMENTAL IMPACTS			
New Commercial Space excluding library use	923,000 GSF in TDRs @ FAR 6, for use within 1500 ft. of site.	1,111,000 GSF in TDRs @ FAR 6, for use within 1500 ft. of site.	1,111,000 GSF in TDRs @ FAR 6, for use within 1500 ft. of site.
Traffic	No change at site, but impact of TDR development	No change at site, but impact of TDR development	No change at site, but impact of TDR development
Urban Open Space	Reconstruction of plaza and fountains, preservation of existing urban elements and amenities.	Reconstruction of plaza and fountains, preservation of existing urban elements and amenities.	Reconstruction of plaza and fountains, preservation of existing urban elements and amenities.
Historical	Preservation of historic landmark structure	Preservation of historic landmark structure	Preservation of historic landmark structure
CAPITAL COST in 1981 $ millions	$67.5	$62.1	$42.6
REAL ESTATE VALUE CAPTURED (EXIST. SITE) in 1981 $ millions	Sale of 923,000 SF in TDRs (FAR 6) @ $15/SF = $13.8 @ $20/SF = $18.5	Sale of 1,111,000 in TDRs (FAR 6) @ $15/SF = $16.7 @ $20/SF = $22.2	Sale of 1,111,000 SF in TDRs (FAR 6) @ $15/SF = $16.7 @ $20/SF = $22.2
CAPITAL SURPLUS OR (DEFICIT) in 1981 $ million	($49.0) - ($53.7)	($39.9) - ($45.4)	($20.4) - ($25.9)

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TABLE VI-1, (continued)

SCENARIO IV. OTHER PUBLIC USE OF EXISTING GOODHUE BUILDING

VARIANT	A. Other Public Use in Exist Building	B. Other Public Use in Exist Building
Location	Downtown Branch and Research Archive in New Multiuse Complex Nearby	Downtown Branch and Research Achive in New Tower(s) on site.
Collection Size	Collection @ 80% = 1.68 million vol.	Collection @ 80% = 1.68 million vol.
Building Area	DTB = 150,000 NSF; 200,000 GSF RA = 150,000 NSF; 200,000 GSF	DTB = 150,000 NSF; 200,000 GSF RA = 150,000 NSF; 200,000 GSF
Parking	Parking = Available @ fee	Parking = DTB = Available @ fee RA = 100 library spaces
ENVIRONMENTAL IMPACTS		
New Commercial Space excluding library use	711,000 GSF TDRs @ FAR 6 for use within 1500 ft of site.	711,000 GSF on site @ FAR 6. 2,268,000 GSF on site @ FAR 13.
Traffic	No change at site, but impact of TDR development.	Impact of new office complex at exist site
Urban Open Space	Preservation of existing conditions.	Loss of one or both urban open space areas. Destruction of visual character of exist building.
Historical	Preservation of historic landmark structure with opportunity for restoration by others	Preservation of historic landmark structure, but destruction of its context.
CAPITAL COST in 1981 $ millions	@ $150/GSF Shell Cost = $82.8 @ $175/GSF Shell Cost = $92.8	@ $150/GSF Shell Cost = $64.0 @ $175/GSF Shell Cost = $69.0
REAL ESTATE VALUE CAPTURED (EXIST SITE) in 1981 $ millions	Sale of 711,000 SF in TDRs (FAR 6) @ $15/SF = $10.7 @ $20/SF = ($14.2)	Sale of part of Parcel for Tower(s) @ FAR 6* = $27.7 - 36.9 @ FAR 13** = $61.4 - 71.7
CAPITAL SURPLUS OR (DEFICIT) in 1981 $ millions	($68.6) - ($82.1)	@ FAR 6 = ($27.1) - ($41.3) @ FAR 13 = $7.7 - ($7.6)

* 83% of Scenario IA value
** 92% of Scenario IA value

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APPENDIX A
IMPORTANT TRENDS IN U.S. PUBLIC LIBRARIES

1. INTRODUCTION

The purpose of this Appendix is to provide backup information regarding recent developments in large U.S. public libraries. The Appendix is in two main parts: First, a number of specifics regarding the serious problems being experienced by many U.S. public libraries, particularly ones in large cities, associated with their continuing pursuit of what we call the Traditional Formula. The information is intended to support the main statements in the body of the report itself. Next we go on to some selected responses -- what is being done in certain large public library systems to meet the challenge. We describe several broad directions of solution that we have been recommended as part of the Los Angeles Service Strategy (LASS).

What is important, in terms of this strategy, is a transformation of of emphasis in large cities over the present decade from the central library being a passive repository based on a physical collection to the library system being an active agency for providing access to information -- through networking with local, statewide, national and international information resources, wherever they may be, and through actively creating communications among the constituencies served.

2. THE CRISES IN LARGE PUBLIC LIBRARIES

In 1980 and 1981 the rate of deterioration of the fiscal situation in large-city public libraries accelerated significantly. On the one hand were sharply rising costs -- for materials, for energy and for personnel -- and on the other hand was the impact of the tax revolt in many states, and the further drying up of the main federal library subsidies. This included loss of Library Services Construction Act (LSCA) funds, and elimination of CETA positions which many libraries had become dependent upon.

Using an aggregate inflation rate of 25% for 1979 and 1980, real-dollar per-capita library expenditures for systems serving populations of over 750,000:

- Decreased 29% in the Northeast,
- Decreased 18% in the South,
- Decreased 26% in the North Central, and
- Decreased 17% in the West.

According to the same survey, smaller library systems did much better, roughly keeping up with or even slightly ahead of inflation.

The bad news was largely the same kind that has been heard for many years now. For example, consider the area of rising costs of materials. For over a decade, their price has been rising at a rate in excess of

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inflation. From 1967 to 1979 the U.S. CPI increased 217%. During the same period U.S. periodicals prices increased 351%. Energy costs are in the same category, going up faster than inflation. Libraries are particularly sensitive to energy costs because of a need to heat and light relatively inefficient, large old buildings and run bookmobiles. In the same vein, morale continues to run low since librarians continue to be underpaid compared to other professionals, and the availability of jobs is decreasing due to cutbacks in public sector libraries combined with steady flows of new library school graduates. Starting salary for a beginning professional with a Masters degree was $13,609 in 1981, down in real value about 7% from 1979 -- and little more than half of that normally expected by a beginning professional with a Master's in Computer Science. Only in the West of the U.S. was the median 1981 beginning salary above the U.S. Department of Labor's (DOL) "Lower Living Level Standard," and then only very slightly so. Also, in 1981 library directors' median salary dropped for the first time below the DOL's "Higher Living Standard."

While these problems have been around for nearly a decade, newer and even more serious complexities have surfaced in the last two years. Serious state-level tax-revolt library cutback situations exist not only in California, but also Arizona, Nevada, Oregon, South Dakota, Utah, Michigan and Massachusetts. And the worst is probably yet to come. In many areas of the country, citizens "anti-tax" groups are calling public library services "frills" and are striving to eliminate the public library. In New York City, the group calls itself the "Citizens Budget Commission," and is calling for diversion of public library funds to police, fire, education and garbage collection. The elimination of CETA positions has been an even more serious blow. In big systems like Chicago, CETA has provided multi-million dollar staffing subsidies. What little has been left in the federal LSCA funding (compared to the high period over a decade ago) is continuing to shrink.

In summary, subsidies have been drying up on all levels for the traditional Traditional Formula services in big library systems. As we will see, there are important exceptions such as in Cleveland where there has been a new bond issue and a precipitious increase in per-capita library expenditure.

A main point we wish to develop further in this memorandum regarding large-city systems is:

> ONLY IN VERY SPECIAL SITUATIONS WHERE THERE HAS BEEN SIGNIFICANT INNOVATION AND PARTICULAR ATTENTION PAID TO LIBRARY DEVELOPMENT HAS THERE BEEN ANYTHING BUT FISCAL DISASTER FOR BIG-CITY PUBLIC LIBRARIES.

3. RECENT PUBLIC-LIBRARY DEVELOPMENTS

To illustrate both negative and new positive developments in U.S. library systems, we have culled a number of indicative items from library journals, newsletters and literature published during the last two years.

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The 1981 Bowker Annual (1) lists 8,717 public libraries systems in the libraries listed. The library "news" for 1980 and 1981 shows, in this large population, examples of all kinds -- including large budget increases, new taxes and new building authorizations. There is much hopeful news mixed in with the bad. We start with the bad -- with news indicative of problems and retrenchment. Later we turn to the hopeful -- news of steps being taken in several systems to take responsibility for re-defining what library service consists of, and trying to turn the tide. This news, we will see, involves doing things that are part of our recommended Los Angeles Library Strategy.

CALIFORNIA PUBLIC LIBRARIES

Considering only the impacts of the Proposition 13 era, California public libraries -- which had been among the healthiest in the nation -- have experienced:

- 24% shrinkage in real materials budget
- 23% cutback in hours of service
- 22% decline in number of library outlets.

The 1979 -1980 cut alone was 18%.

First, some quick items that summarize complex and troubled situations:

CHICAGO PUBLIC LIBRARY

Since 1977, jobs have declined from 1,700 to 1,430, and another 57 are going now. In addition 300 CETA positions are being abolished in the system.

NEW YORK PUBLIC LIBRARY

In the last decade the hours of service of branches have fallen to half of what they were.

DISTRICT OF COLUMBIA PUBLIC LIBRARY

Manpower down a third from its high point.

Note that the news we have been able to locate is mainly in terms of decreased resources. There is another part of the story -- decreased usage that goes with decreased services, less materials, less librarian assistance -- that is not frequently discussed.

BUFFALO AND ERIE COUNTY LIBRARY

The system lost 40% of its staff in 1977, although 20% was restored in 1978. It has eliminated its outreach and other peripheral programs.

Some systems found 1981 particularly disastrous:

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BOSTON PUBLIC LIBRARY

To "stay on a par," according to its leadership, the system needed $12.5 million this year, and due to tax-limiting legislation got only $8.1 million. Library hours have been sharply reduced at the Central Library and at the 23 branches. Five branches have been converted to being only "reading rooms." The business library services have been virtually wiped out. Eighty positions have been lost, and all branches are threatened with closing. An outlay of $500,000 is expected to be required for unemployment insurance.

DETROIT PUBLIC LIBRARY

The main library hours have been further cut back from 52 to only 40 hours a week, and branches are open only two or three days a week and only eleven months a year. Going on with just the 1981 news, twenty five full time staff have been laid off, the materials budget cut $300,000, and two branches closed including the one at City Hospital.

DENVER PUBLIC LIBRARY

The library has been particularly hard hit in 1981; while city funding remains "level" (i.e., eroded only by inflation), State support (representing 50% of the library's budget) and federal funding have been pruned severely. The regional library's Energy/Envorionmental Information Center has vanished; library staff is being cut and branches changed into "reading rooms. The library administration is attempting to protect the book budget through laying off staff and reducing services. The Director has been quoted as having stated "We could have saved jobs but the risk here is that in doing so youre killing the library. It's a difficult decision to lay off staff. But people can be brought back; often you cannot replace books." High fees are being considered for the non-resident users -- $350 a year for families.

4. THEFT, VANDALISM, AND OTHER CRIMES

One of the major problems being faced now by large public libraries is a major wave of theft and vandalism -- traditionally a problem but now of swelling importance. Various studies show that the average public library loses 10% of its materials budget a year to theft, while in big cities the situation is much worse. The New Metropolitan Toronto Public Library estimates that 20% of its annual materials budget is lost to theft and vandalism, amounting to $150,000 a year. Vandalism and other crimes are also on the upswing. An Illinois study found threatening behavior a common occurance for medium and big-city libraries, and violent crime on the upswing. In a random sample of 100 libraries, 80% reported inten- tional book damage, 31% reported vandalism in the parking lot, 59% had verbal abuse to staff, and 50% experienced intentional equipment damage. Besides the above, there is a marked increase in arson.

5. LIBRARY RESPONSES

The major responses to crises in public libraries include:

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- Library automation
- Library networking
- Library resource sharing
- Library multitype cooperation
- For-fee services
- Productivity improvment
- Experimenting with new communications means, e.g., cable TV
- Basic restructuring of services
- Obtaining renewed community commitment

While local patterns differ, these tend to go hand-in-hand as new leadership is being exercised, going beyond the Traditional Formula. Examples, again gleaned from recent library news items, follow.

PHILADELPHIA PUBLIC LIBRARY

In the face of permanent curtailment of level of funding, consultant Lowell Martin was hired to chart a new course. His recommendations are rather radical: Branches would no longer carry general reading materials and would house only information tailored to the immediate community and general reference material. Central, regional and branch libraries would no longer offer duplicated services, and four branches and one regional library would be closed. Others would be open only two and a half days a week. Children's services at the Central Library would end, and that library would operate as a reference center only; branches would continue to have children's services.

(NOTE -- In our opinion, this constitutes a much more radical departure from tradition than LASS, in terms of eliminating fiction and non-fiction from the shelves of the branches.)

There are two very recent pieces of news in addition to the above about the Philadelphia Public. One is that it has announced a contract with OL Systems Inc. for a major systemwide automation system like that recommended for LASS. The system will emcompass 110 library-use terminals and 96 patron public-access terminals. These will network together the Central Library, three regional libraries and fifty branches. The system will embody on-line cataloging, serials control, acquisitions, interlibrary loan and public catalog access via touch terminals.

Further news a week ago possibly reflects community response to the new initiative of the library. Saturday service will be restored in 27 branches and 10 branches will shift from 4 to 5 days a week open. A

budget increase of $2 million is reversing a cut of the same amount in 1976. Sixty positions are being restored and $650,000 added to the book budget.

CLEVELAND PUBLIC LIBRARY

Under new leadership, the system has turned around a major period of decline, has seen the successful passing of a new tax targeted to the library system and has received, in 1980, a hugh per-capita gain in the level of library funding. The philosophy has been to turn attention to strengthening the delivery of current reading materials through the branches and to downplay the role of the Central Library. Branches have been closed, others revitalized.

Recently, the Cleveland Public, which was long a pioneer in library automation, has contracted with Data Research Associates for an automated terminal-based system which would handle cataloging, acquisitions, inventory, payroll, accounting, do film reservations, handle periodicals, maintain the catalog and provide catalog access, and generate instant subject-oriented bibliographies. One hundred and twenty-eight terminals will support those functions, plus children's learning packages and games. Further, the Cleveland Heights - University Heights Public Library System has proposed networking that could lead to county-wide circulation system.

CALIFORNIA PUBLIC LIBRARIES

Several key California library systems have taen important initiatives: typical examples are:

- The cities of Pasadena and Glendale will jointly purchase a GEAC circulation control and library automation system. Besides the cost-shaping advantages involved, the arrangement will open up new possibilities for services and networking.

- The Ventura County Library Service Agency, with sixteen branches, has chosen Data Phase Systems as a contractor to automate its 1.5 million holdings.

6. MULTITYPE COOPERATION

As part of LASS, we have suggested that LAPL pursue networking and further cooperation with the major academic libraries in LA; this is usually called "multitype" library cooperation.

Historically, public, academic, government, special and other libraries have carefully guarded their independence and autonomy and have had little to do with one another -- pointing out that they serve different constituencies with different needs with different services. Yet, in fact they have much overlap in their materials collections and service patterns. As long as there was adequate financial support available, this did not matter. Also, until library automation and networking technologies were highly developed, (only in the last seven years), real cooperation among different types of libraries was difficult to implement meaningfully.

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In the last five years, governments on all levels have become very cost and productivity conscious, have questioned duplication of services, and have favored the creation of multitype cooperative arrangements. For example major studies within Illinois and Kansas are preparing the way for multitype cooperation from the legislative, funding and governance aspects. Thirty one states are currently supporting some form of multitype library networking, and California is one of the leaders in this regard. The State is funding school/library cooperation at a $250,000 level, for example. CLASS, headquartered in California is a multitype consortium serving 300 member libraries in five states. CLASS, incidentally, is the organization behind the SCAN service at LAPL.

There are abundent examples of multitype networking going on today. Illinois is investing $1.4 million a year for networked library automation systems that will eventually become a statewide resource sharing system. In Canada, the Greater Vancouver Library Federation has $3 million to build a providence-wide on-line circulation and cataloging system. The Chicago Public Library expects, when its data base system is fully running, to contract to provide services with 200 or more special, academic and institutional libraries affiliated with the Chicago Library System. The John Crerar Library at the Illinois Institute of Technology has merged with the Science Library at the University of Chicago, creating the most powerful science and technology library resource in the Midwest. When the Chicago Public Library's network extends out to them, the Chicago-area public shall have networking access to the riches of the combined collections of these two institutions.

The Amarillo Public Library, the the Amarillo College Learning Resource Center, the West Texas State University Library and the Harrington Health Sciences Library are coming together to create a powerful local multitype library network, funded by a $1.5 million private grant. Combined resources will be made available to Amarillo citizens via a computerized network.

7. LIBRARY MERGERS

Along with networking, some library systems are merging or considering merging to consolidate their resources so they can offer better services, again using new technologies to facilitate the process. Mergers of city, county and regional library systems are being explored in several areas of the country. For example, it has been proposed that the Utica (New York) Public Library be merged with the Oneida County System, and that the Mid-York Library System should run both under contract. Also, consultants hired with State grant money have recommended that the San Diego City and County library systems be merged.

8. PARTICIPATING IN CABLE AND ON-LINE DELIVERY TECHNOLOGY

Cable TV companies, competing for lucrative local franchises, are offering benefits which support local library networking in the short run and which offer opportunities for home-delivery of library services in the longer run. For example, the Atlanta Public Library and SOLINET

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(SOutheastern LIbrary NETwork) are joining to develop a metro-Atlanta bibliographic on-line network using cable to link the resources of the Georgia Institute of Technology, Georgia State University and the Atlanta University Center. Technical support for the project will be provided by Cable Atlanta and the network will extend to major libraries, public and otherwise in Cable Atlanta's franchise area. As another example, the Lexington (Kentucky) Public Library has received a grant for an automated circulation system from the local cable company so that its holdings can be made available to cable viewers in homes.

Some library systems are using dial-in telephone to provide on-line services to homes, choosing not to wait for an eventual "interactive" cable environment. Pikes Peak Library District in Colorado Springs is one of these. Patrons with computer terminals in homes or offices or with communicating home computers (now available at discount for little more than $300) can have on-line access to the library catalog, to the circulation control system and to bibliographic data bases. A community conferencing system is being created by the library, which allows patrons to communicate messages on community topics via their terminals. Among the library's offerings are a Colorado Occupational and Career Information File, a Car Pooling subsystem, adult education information, recreation ideas and a community events calendar. We point out that doing this kind of thing need not be very expensive, at least on a modest scale, because of the new generation of powerful low-cost computers.

9. LIBRARY FEES AND NEW FUNDING SOURCES

There is a slowly but steadily shifting pattern in funding of public libraries, with some new trends discernable. To the extent that State funds are available, they are increasingly being channeled into networking and resource-sharing arrangements. Many libraries are significantly increasing their fees, fines and user charges -- particularly for new services such as on-line data base searching. We have already mentioned Denver, and its steep subscription charges for non-residents. There are selective examples of new taxes; we have already mentioned Cleveland. In Berkley, California, citizens have voted to tax themselves specifically for library purposes.

In some areas, shared funding is being developed from combined public and private sources. The largest library data base service organization (OCLC) has funded its expansion out of low-interest tax-exempt bonds. The North Suburban Library System (Illinois) has arranged for very low-interest bank loans to provide up-front money for libraries who wish to acquire terminals. The Wayne Oakland Library Federation (Michigan) will automate its system, serving 63 members, using a unique funding package, combining use of LSCA grant money, Kellog Foundation grant money and no-interest loans to smaller libraries from some of the larger ones. After five bond issues were defeated for a new public library building in Cedar Rapids (Iowa), the Hall Foundation has donated $6.3 million, assuming that another $1 million will be raised from private sources and that the City will donate a site valued at $1.5 million in downtown Cedar Rapids.

10. ONWARD TO THE LOS ANGELES SERVICE STRATEGY

While LASS is still a planning concept, yet to be proven in use, the experience of libraries in the State of Maine strongly suggests that the suggested benefits can become reality. Six years ago, Maine ranked last among the New England states in per-capita library circulation and per-capita interlibrary loans. It now ranks first. A Maine State Library report credits this growth to three factors:

- The organization of all of Maine's libraries -- public, school and academic -- into a Regional Library System, as mandated by the State Legislature in 1974,

- Widespread, subsidized use of on-line data bases, including The SOURCE, Dialog, ORBIT, DOE/RECON. Use of these data bases has stimulated a heavy demand for retrieval of the hard-copies of relevant items identified, particularly for hard-copies of articles. This has resulted in heavy inter-library loan traffic, and

- A switch from the previous paper and TWX interlibrary loan system to the on-line OCLC system. In 1980, Maine had three times the national norm in number of interlibrary loans, in terms of inter-library loan traffic using OCLC.

11. THE CHALLENGE

The above news items are selected from hundreds regularly appearing in the library press. There is no doubt that large libraries are in the process of being transformed. Some will vanish or become insignificant in the process; some will emerge as strong trend-setters; others will be followers. We look forward to the exciting news of the creation of a new, trend-setting, service strategy in Los Angeles.

APPENDIX B

COST ESTIMATES

PRELIMINARY COST ESTIMATE
SCENARIO I A

ASSUMPTIONS

- Good quality highrise office complex, typical 1981 costs
- Library on first three or four floors of complex
- Cost of shell space for library based on total cost of project (as library will consume leasable FAR) including land, construction, parking, landscaping, fees and financing
- Parking available but not provided free to any tenant including library
- Interior work cost of $45/SF minus project cost allowance of $15/SF, based on open plan and simple finishes

COST

New highrise complex space	
Shell space in new tower complex	
(Project cost for 300,000 NSF - .75 x $150-175/GSF)	$60-70,000,000
Interior work	
Interior construction and finishing (300,000 NSF - .85 x $30 net/SF)	10,588,000
Moveable equipment	3,000,000
Contingency (@ 10%)	1,359,000
Interior design fees (@ 10%)	1,495,000
Library planning and programming fees	350,000
On-line electronic information systems (LASS)	3,000,000
Temporary moving/housing expenses	3,000,000
Total Cost (1981$)	$82-92,792,000
	$82.8-92.8 million

Escalate: 1.25% per month for 30 months = $120.2-134.7 million

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PRELIMINARY COST ESTIMATE
SCENARIO I B

ASSUMPTIONS

Downtown Branch: See Scenario I A
Research Archive:

- Located outside CBD in clean industrial area with minor landscaping; not visible from an arterial street.
- Land cost trade-off with site density. Building may be one or two stories.
- Good quality industrial tilt-up construction or equivalent; finished interior, sealed with full climate control.

COST

Downtown Branch 150,000 NSF	
Shell space in new tower complex	
(Project cost for 150,000 NSF .75 x $150-175/GSF)	$30-35,000,000
Interior work	
Interior construction and finishing	
(300,000 NSF .85 x $30 net/SF)	5,294,000
Moveable equipment	1,500,000
Contingency (@ 10%)	679,000
Interior design fees (@ 10%)	747,000
Sub-total (1981$)	$38-43,220,000
Research Archive 150,000 NSF	
Construction and finishing	
(150,000 NSF .90 x $65/GSF)	10,833,000
Site preparation and landscaping	300,000
Moveable equipment	1,500,000
Contingency (@ 10%)	1,263,000
A & E Fees (@ 7%)	903,000
Land cost	6,667,000
Sub-total (1981$)	20,466,000
Other	
Library planning and programming fees	350,000
On-line electronic information systems (LASS)	3,000,000
Temporary moving/housing expenses	2,000,000
Sub-total (1981$)	$ 5,350,000
Total Cost (1981$)	$64-69,036,000
	$64.0-69.0 million

Escalate: 1.25% per month for 30 months = $93.0-100.2 million

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PRELIMINARY COST ESTIMATE
SCENARIO I C

ASSUMPTIONS

- See Scenario I A
- On-line electronic information system costs increased $1 million in response to reduction in collection size to 50% of 1981 holdings

COST

New highrise complex space	
Shell space in new tower complex	
(Project cost for 250,000 NSF .75 x $150-175/GSF)	$50-58,300,000
Interior Work	
Interior construction and finishing	
(250,000 NSF .85 x $30 net/SF)	$ 8,824,000
Moveable equipment	2,500,000
Contingency (@ 10%)	1,132,000
Interior Design fees (@ 10%)	1,246,000
Sub-total (1981 $)	$64,72,002,000
Other	
Library planning and programming fees	$ 350,000
On-line electronic information systems (LASS)	4,000,000
Temporary moving/housing expense	2,000,000
Sub-total (1981 $)	$ 6,350,000
Total Cost (1981$)	$70-78,352,000
	$70.4-78.4 million

Escalate: 1.25% per month for 30 months = $102.2 - 113.8 million

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PRELIMINARY COST ESTIMATE
SCENARIO II A

ASSUMPTIONS

Renovation of existing building to house Downtown Branch: See Scenario III A.

New space in high-rise tower complex for Research Archive: See Scenario I A.

- Project parking available but not provided free to any tenant including library

- Additional 200 spaces of parking constructed for library

COST

Renovation of existing building	
See Scenario III A	$ 27,313,000
New tower complex space - 150,000 NSF	
Shell space in new tower complex	
(Project cost for 150,000 NSF .75 x $150-175/GSF)	$30-35,000,000
Interior work	
Interior construction and finishing	1,875,000
Moveable equipment (both buildings)	3,000,000
Contingency (@ 10%)	488,000
Interior design fees (@ 10%)	536,000
Additional parking (200 sp x $15,000)	3,000,000
Contingency (@ 10%)	300,000
A & E fees (@ 7%)	210,000
Sub-total (1981$)	$39-44,409,000
Other	
Library planning and programming fees	$ 350,000
On-line electronic information systems (LASS)	3,000,000
Temporary moving/housing expenses	1,000,000
Sub-total (1981$)	$ 4,350,000
Total cost (1981$)	$71-76,072,000
	$71.1-76.1 million

Escalate: 1.25% per month for 30 months = $103.2-$110.5 million

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PRELIMINARY COST ESTIMATE
SCENARIO II B

ASSUMPTIONS

Renovation of existing building to house Downtown Branch: See Scenario III A.

New, separate Research Archive: See Scenario I B.

COST

Downtown Branch (Renovation of Existing Building plus New Construction)	
See Scenario III B	$ 36,296,000
Research Archive	
See Scenario I B	$ 20,466,000
Other	
Library planning and programming fees	350,000
On-line electronic information systems	3,000,000
Temporary moving/housing expenses	2,000,000
Sub-total	5,350,000
Total Cost (1981$)	$ 62,112,000
	$ 62.1 million

Escalate: 1.25% per month for 30 months = $90.2 million

PRELIMINARY COST ESTIMATE
SCENARIO II C

ASSUMPTIONS

Renovation of existing building to house both Downtown Branch and Research Archive without expansion: See Scenario III A

On-line electronic information system costs increased $1 million in response to reduction in collection size to 25% of 1981 holdings.

COST

Renovation of Existing Building	
See Scenario III B	$ 36,296,000
Other	
Library planning and programming fees	350,000
On-line electronic information systems (LASS)	4,000,000
Temporary moving/housing expense	2,000,000
Sub-total (1981$)	$ 6,350,000
Total cost (1981$)	$ 42,646,000
	$42.6 million

Escalate: 1.25% per month for 30 months = $61.9 million

PRELIMINARY COST ESTIMATE
SCENARIO III A

ASSUMPTIONS

- Adaptive rehabilitation of existing building interior, including elimination of existing closed stacks (reducing net building area excluding general circulation from 162,000 NSF to about 150,000 NSF).
- No major seismic reinforcement required to protect life (City Principal Architect, October 1981).
- Minor exterior facade restoration
- Research Archive function housed in new construction beneath new grade-level on west side.
- 400 parking spaces constructed underground

COST

Renovation of existing building	
Alterations and finishing (190,000 SF interior x $100/SF)	$ 19,000,000
Contingency (@ 25%)	4,750,000
A & E fees (@ 15%)	3,563,000
Sub-total (1981 $)	27,313,000
New construction (150,000 NSF)	
Construction and finishing (150,000 NSF .80 x $65/GSF)	$ 18,750,000
Parking (400 sp x $15,000)	6,000,000
Sitework and landscaping	1,000,000
Moveable equipment (entire building)	3,000,000
Contingency (@ 10%)	2,875,000
A & E fees (@ 7%)	2,214,000
Sub-total (1981 $)	$ 33,839,000
Other	
Library planning and programming fees	$ 350,000
On-line electronic information systems (LASS)	3,000,000
Temporary moving/housing expenses	3,000,000
Sub-total (1981 $)	$ 6,350,000
Total cost (1981 $)	$ 67,502,000
	$ 67.5 million

Escalate: 1.25% per month for 30 months = $98.0 million

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PRELIMINARY COST ESTIMATE
SCENARIO III B

ASSUMPTIONS

Renovation of existing building to house Downtown Branch: See Scenario III A.

Three hundred parking spaces constructed onsite underground

New, separate Research Archive: See Scenario I B.

COST

Downtown Branch (renovation of existing buildiong)

Alterations and finishing (190,000 SF interior x $100/SF)	$ 19,000,000
Moveable equipment	1,500,000
Contingency (@ 25%)	5,125,000
A & E fees (@ 15%)	3,844,000
Sub-total (1981 $)	$ 29,469,000

New Construction

Site work and landscaping	$ 1,000,000
Parking (300 sp x $15,000)	4,800,000
Contingency (@ 10%)	580,000
A & E fees (@ 7%)	447,000
Sub-total (1981$)	6,827,000

Research Archive 150,000 NSF

See Scenario I B	$ 20,466,000

Other

Library planning and programming fees	$ 350,000
On-line electronic information systems(LASS)	3,000,000
Temporary moving/housing expenses	2,000,000
Sub-total (1981 $)	$ 5,350,000

Total cost (1981 $)	$ 62,112,000
	$ 62.1 million

Escalate: 1.25% per month for 30 months = $90.2 million

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PRELIMINARY COST ESTIMATE
SCENARIO III C

ASSUMPTIONS

Renovation of existing building to house both Downtown Branch and Research Archive, without expansion: See Scenario III A.

On-line electronic information system costs increased $1 million in response to reduction in collection size to 25% of 1981 holdings.

COST

Renovation of existing building	
See Scenario III B	$ 29,469,000
New Construction	
See Scenario III B	$ 6,827,000
Other	
Library planning and programming fees	$ 350,000
On-line electronic information systems(LASS)	4,000,000
Temporary transfer/housing	2,000,000
Sub-total (1981$)	$ 6,350,000
Total cost (1981$)	$ 42,646,000
	$ 42.6 million

Escalate: 1.25% per month for 30 months = $61.9 million

PRELIMINARY COST ESTIMATE
SCENARIO IV A

ASSUMPTIONS

Other public use in existing building; no cost to library project

Downtown Branch and Research Archive both in multi-use tower complex:
See Scenario I A

COST

New tower complex space - 300,000 NSF See Scenario I A	$82.8-92.8 million
Escalate = 1.25% per month for 30 months	$120.2-134.7 million

PRELIMINARY COST ESTIMATE
SCENARIO IV B

ASSUMPTIONS

Other public use in existing building; no cost to library project.

Downtown Branch in multi use tower complex: See Scenario I A

New separate Research Archive: See Scenario I B

COST

New Tower complex space - 150,000 NSF	
See Scenario I B	$38-43,220,000
Research Archive	
See Scenario IB	20,466,000
Other	
Library planning programming fees	350,000
On-line electronic information systems(LASS)	3,000,000
Temporary moving/housing expenses	2,000,000
Sub-total (1981 $)	$ 5,350,000
Total Cost (1981 $)	$64-69,036,000
	$64.0-69.0 million

Escalate = 1.25% per month for 30 months = $93.0-100.2 million

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